Minutes of Evidence
of the Royal Commission
on the Care and control
of the Feeble minded,
1908

Vol I.

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ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

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MINUTES OF EVIDENCE

(RELATING TO ENGLAND AND WALES ON THE ORIGINAL REFERENCE).

TAKEN BEFORE THE

ROYAL COMMISSION

ON THE

CARE and CONTROL of the FEEBLE-MINDED

WITH APPENDICES AND WITNESSES INDEX.

110498

VOLUME I.

QUESTIONS 1 TO 11,021.

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1908.

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Royal Warrant.

EDWARD R. and I.

Edward the Seventh, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, to—

Our right trusty and entirely beloved Cousin Thomas Henry, Marquess of Bath, Chairman; and

Our trusty and well-beloved:—

William Patrick Byrne, Esquire, Companion of Our Most Honourable Order of the Bath, Principal Clerk in the Office of Our Secretary of State for the Home Department;

Charles Edward Henry Hobhouse, Esquire;

Frederick Needham, Esquire, Doctor of Medicine, one of the Commissioners in Lunacy;

Henry David Greene, Esquire, one of Our Counsel learned in the Law;

Charles Edward Heley Chadwyck-Healey, Esquire, one of Our Counsel learned in the Law;

Harold Nelson Burden, Clerk, Manager of Brentry and other Certified Inebriate Reformatories;

Willoughby Hyett Dickinson, Esquire, Chairman of the National Association for promoting the welfare of the Feeble-Minded;

Charles Stewart Loch, Esquire, Secretary to the Council of the London Charity Organization Society; and

Ellen Frances Pinsent. Greeting!

Whereas We have deemed it expedient that a Commission should forthwith issue to consider the existing methods of dealing with idiots and epileptics, and with imbecile, feeble-minded, or defective persons not certified under the Lunacy Laws; and in view of the hardship or danger resulting to such persons and the community from insufficient provision for their care, training, and control, to report as to the amendments in the law or other measures which should be adopted in the matter, due regard being had to the expense involved in any such proposals and to the best means of securing economy therein;

Now know ye, that We, reposing great trust and confidence in your knowledge and ability, have authorized and appointed, and do by these presents authorize and appoint, you, the said Thomas Henry, Marquess of Bath; William Patrick Byrne; Charles Edward Henry Hobhouse;

103—Vol. I. 1,750—Wt. T.L. 290. 7/08. Wy. & S. 3072/r.

Frederick Needham; Henry David Greene; Charles Edward Heley Chadwyck-Healey; Harold Nelson Burden; Willoughby Hyett Dickinson; Charles Stewart Loch; and Ellen Frances Pinsent to be Our Commissioners for the purposes of the said inquiry.

And for the better effecting the purposes of this Our Commission, We do by these presents give and grant unto you, or any three or more of you, full power to call before you such persons as you shall judge likely to afford you any information upon the subject of this Our Commission; and also to call for, have access to, and examine all such books, documents, registers and records as may afford you the fullest information on the subject, and to inquire of and concerning the premises by all other lawful ways and means whatsoever.

And We do by these presents authorize and empower you, or any of you, to visit and personally inspect such places as you may deem it expedient so to inspect for the more effectual carrying out of the purposes aforesaid.

And We do by these presents will and ordain that this Our Commission shall continue in full force and virtue, and that you Our said Commissioners, or any three or more of you, may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment.

And We do further ordain that you, or any three or more of you, have liberty to report your proceedings under this Our Commission from time to time if you shall judge it expedient so to do.

And Our further will and pleasure is that you do, with as little delay as possible, report to Us under your hands and seals, or under the hands and seals of any three or more of you, your opinion upon the matters herein submitted for your consideration.

Given at Our Court at *St. James's*, the ninth day of *September*, one thousand nine hundred and four, in the fourth year of Our Reign.

By His Majesty's Command,

(Signed) A. Akers-Douglas.

Royal Warrant.

EDWARD R. and I.

Horatio Bryan Donkin, Esquire, M.D.,

To be a member of the Royal Commission to consider the existing methods of dealing with idiots and epileptics, and with imbecile, feeble-minded, or defective persons.

Edward the Seventh, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, To our Trusty and Well-beloved Horatio Bryan Donkin, Esquire, Doctor of Medicine, one of the Commissioners under the provisions of the Prisons Act, 1877. Greeting!

Whereas by Warrant under our Royal Sign Manual bearing date the Ninth day of September One Thousand Nine Hundred and Four, We were pleased to appoint Commissioners to consider the existing methods of dealing with idiots and epileptics, and with imbecile, feeble-minded or defective persons.

Now Know ye, that We, reposing great trust and confidence in your knowledge and ability, have authorized and appointed, and do by these presents authorize and appoint you the said Horatio Bryan Donkin, to be One of Our Commissioners for the purpose aforesaid, in addition to and together with the Commissioners whom We have already appointed.

Given at Our Court at *Balmoral* the Seventh day of *October*, one thousand nine hundred and four, in the Fourth Year of Our Reign.

By His Majesty's Command,

(Signed) A. AKERS-DOUGLAS.

Royal Warrant.

Edward the Seventh, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, to Our right trusty and right well-beloved Cousin Jacob, Earl of Radnor. Greeting!

Whereas the Office of Chairman of the Royal Commission on the Care and Control of the Feeble-Minded is now vacant by the resignation of our right trusty and entirely beloved cousin, Thomas Henry, Marquess of Bath.

Now know ye, that We, reposing great trust and confidence in your real discretion and ability, have authorized and appointed, and do by these presents authorize and appoint you, the said Jacob, Earl of Radnor, to be Chairman of the said Commission in the room of the said Thomas Henry, Marquess of Bath, resigned.

Given at Our Court at *St. James's*, the twenty-fifth day of *February*, nineteen hundred and five, in the fifth year of Our Reign.

By His Majesty's Command,

(Signed) A. Akers-Douglas.

Royal Warrant.

EDWARD R. and I.

James Craufurd Dunlop, Esq., M.D., F.R.C.P. (Edin.), to be a Member of the Royal Commission on the Care and Control of the Feeble-Minded.

Edward the Seventh, by the Grace of God, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, to Our trusty and well-beloved James Craufurd Dunlop, Esquire, Doctor of Medicine, Fellow of the Royal College of Physicians (Edinburgh), Superintendent of Statistics in the Office of the Registrar General for Scotland, Inspector under the Inebriates Acts, Assistant to the Medical Adviser to the Prison Commissioners for Scotland. Greeting!

Whereas by Warrants under Our Royal Sign Manual bearing date respectively the Ninth Day of September and the Seventh Day of October, 1904, and the Twenty-fifth Day of February, 1905, We were pleased to appoint Commissioners to consider the existing methods of dealing with idiots and epileptics and with imbecile feeble-minded or defective persons.

Now know ye, that We, reposing great trust and confidence in your knowledge and ability, have authorized and appointed, and do by these presents authorize and appoint you, the said James Craufurd Dunlop, to be one of our Commissioners for the purpose aforesaid in addition to and together with the Commissioners whom we have already appointed.

Given at Our Court at *St. James's*, the sixth day of *March*, nineteen hundred and five, in the fifth year of Our Reign.

By His Majesty's Command,

(Signed) A. Akers-Douglas.

ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

LIST OF WITNESSES ARRANGED ALPHABETICALLY.

NAME.	DESCRIPTION.	DATE.	QUESTION.	PAGE.
ADRIAN, Alfred Douglas, C.B., K.C.	Legal Adviser and Assistant Secretary to the Local Government Board	FIRST DAY: 14th November, 1904	1	1
ALLBUTT, Professor T. Clifford, M.D., D.Sc., F.R.S.	Regius Professor of Physics in the University of Cambridge	TWENTY-FOURTH DAY: 14th July, 1905	9155	532
ALLEN, Arthur Acland - -	Chairman of Special Schools Committee of the London County Council	TWENTY-FIRST DAY: 23rd June, 1905	7536	411
ASHBY, Henry, M.D., F.R.C.P.	Medical Officer to Special Schools, Manchester Education Committee	TWENTY-SIXTH DAY: 28th July, 1905	9994	579
BAGENAL, Philip H. - -	General Inspector, Local Government Board (Yorkshire District)	TENTH DAY: 20th March, 1905	2334	130
BEACH, Fletcher, M.B., F.R.C.P.	Representative of Royal College of Physicians	NINETEENTH DAY: 2nd June, 1905	6935	377
BERESFORD, Edwyn H., M.R.C.S., L.R.C.P.	Medical Superintendent of Tooting Bec Asylum	SIXTEENTH DAY: 12th May, 1905	5395	306
BERRY, Mrs. May Dickinson, M.D., Bac. Surg.	Assistant Medical Officer (Education) to London County Council	TWENTY-FOURTH DAY: 14th July, 1905	9323	541
BLANDFORD, G. Fielding, F.R.C.P., M.D.	Consulting Physician in connection with Private Asylums	TWENTY-FIFTH DAY: 21st July, 1905	9619	559
BOND, Charles Hubert, D.Sc., M.D.	Medical Superintendent of the County of London Colony for Insane Epileptics	TWENTY-SECOND DAY: 30th June, 1905	8124	464
BRANTHWAITE, Robert Welsh, M.D.	Home Office Inspector under Inebriates Acts	THIRD DAY: 28th November, 1904.	408	25
BRAYN, R., M.R.C.S., L.R.C.P. L.S.A.	Medical Superintendent, Broadmoor Criminal Lunatic Asylum	TWELFTH DAY: 27th March, 1905	3103	164
BROWN, R. CUNYNGHAM, M.D. -	Deputy Medical Officer H.M. Prison, Parkhurst	TWENTY-THIRD DAY: 9th July, 1905	8964	519
BURGWIN, Mrs. E. M. - -	Superintendent of Special Schools under London County Council	TWENTY-SECOND DAY: 30th June, 1905	8364	482
CALDECOTT, C., M.B. - -	Medical Superintendent of Earlswood Asylum	TWENTY-SIXTH DAY: 28th July, 1905	10321	594

Name.	Description.	Date.	Question.	Page
Cooke, E. Marriott, M.B. -	Commissioner in Lunacy - -	Eighteenth Day: 26th May, 1905	6271	349
Corner, Harry, M.D. - -	Lecturer on Mental Diseases at the North-East London Post-Graduate College	Twenty-fifth Day: 21st July, 1905	9719	563
Crichton-Browne, Sir James, M.D., LL.D., F.R.S.	Lord Chancellor's Visitor in Lunacy	Eighteenth Day: 26th May, 1905	5981	327
Dendy, Miss Mary - - -	Member of Manchester Education Committee, Hon. Secretary of Lancashire and Cheshire Association for the Permanent Care of the Feeble-minded	Fourth Day: 5th December, 1904	801	39
		Fifth Day: 12th December, 1904	966	54
Downes, Arthur, M.D. - -	Senior Medical Inspector for Poor Law Purposes to the Local Government Board and one of the General Inspectors in charge of the London District	Eighth Day: 13th March, 1905	1784	96
Eichholz, Alfred, M.D. - -	H.M. Inspector of Schools for the Blind, Deaf, Defective, and Epileptic in England and Wales	Thirteenth Day: 3rd April, 1905	3611	204
Evans, Miss B. Walton - -	Inspector of Boarded-out Children for the Local Government Board (Northern and Midland Counties)	Eleventh Day: 21st March, 1905	2713	145
Ferrier, David, M.D., F.R.S., F.R.C.P.	Representative of Royal College of Physicians.	Nineteenth Day: 2nd June, 1905	6877	375
Fischer, T. H., K.C.	Master in Lunacy - - -	Twelfth Day: 27th March, 1905	2894	154
Fleming, Baldwyn - - -	General Inspector, Local Government Board, (Hampshire, Wiltshire and Dorsetshire District)	Ninth Day: 14th March, 1905	2075	114
Fry, The Right Honble. Sir Edward	Chairman of Quarter Sessions, Somersetshire (formerly Lord Justice of Appeal)	Seventeenth Day: 19th May, 1905	5576	311
Griffiths, G. B., M.R.C.S., L.R.C.P.	Deputy Medical Officer and Deputy Governor of H.M. Prison, Holloway	Thirteenth Day: 3rd April, 1905	3546	198
Hargreaves, Miss Mary - -	Head Schoolmistress and Matron of Rochester House Asylum	Seventeenth Day: 19th May, 1905	5873	322
Harrisson, Damer, F.R.C.S. -	Medical Officer to Special Schools Liverpool Education Committee	Twenty-Seventh Day: 4th August, 1905	10670	617
Helby, J. T. - - - - -	Member of the Metropolitan Asylums Board (for 3 years Chairman and now Member of Darenth Asylum Sub-Committee)	Sixteenth Day: 12th May, 1905	5138	295
Jefferies, Miss - -	Representative of National Association for Promoting the Welfare of the Feeble-minded	Fourteenth Day: 10th April, 1905	3901	223
Jenner-Fust, H. - - -	General Inspector Local Government Board (Lancashire and Westmorland District)	Tenth Day: 20th March, 1905	2525	138
Kerr, James, M.D. - - -	Medical Officer (Education) to the London County Council	Twenty-First Day: 23rd June, 1905	7768	433

NAME.	DESCRIPTION.	DATE.	QUESTION.	PAGE.
LANGDON-DOWN, R. L., M.B., M.R.C.P.	One of the Medical Consulting Staff of the National Association for Promoting the Welfare of the Feeble-minded, and a Licensee of Normansfield, a House Registered under the Idiots Act, 1886	TWENTY-FOURTH DAY: 14th July, 1905	9245	537
LAWRENCE, The Hon. Maude -	Vice-Chairman of the Special Schools Committee of the London County Council (formerly Chairman under the London School Board)	TWENTY-FIRST DAY: 23rd June, 1905	7631	417
LEGGE, James Granville -	H.M. Inspector of Industrial and Reformatory Schools	FIFTH DAY: 12th December, 1904	1159	64
		SIXTH DAY: 19th December, 1904	1207	69
LOCKE, E. W. - - - -	Superintendent of the Western Counties Idiot Asylum, Starcross, Exeter	TWENTY-SEVENTH DAY: 4th August, 1905	10965	632
MANN, T. Duncombe - -	Barrister-at-Law and Clerk to the Metropolitan Asylums Board	SIXTEENTH DAY: 12th May, 1905	4977	280
MASON, Miss Marian Harriet -	Senior Inspector of Boarding Out, Local Government Board	EIGHTH DAY: 13th March, 1905	1982	106
MERCIER, Charles A., M.B., F.R.C.P., F.R.C.S.	Representative of Royal College of Physicians	NINETEENTH DAY: 2nd June, 1905	6603	363
MOTT, Frederick W., M.D., F.R.C.P., F.R.S.	Pathologist and Director of Pathological Laboratory of the London County Council, and Physician to Charing Cross Hospital	TWENTY-SECOND DAY: 30th June, 1905	8015 (continued at 8348)	452 (cont. at p. 481)
PIERCE, Bedford, M.D., F.R.C.P.	Medical Superintendent of the Retreat, York	TWENTY-SEVENTH DAY: 4th August, 1905	10577	610
POOLEY, Henry Fletcher - -	Barrister-at-Law; Assistant Secretary, Board of Education (formerly member of Departmental Committee on Defective Children)	SECOND DAY: 21st November, 1904	193	15
RHODES, John Milson, M.D. -	Chairman of the Chorlton and Manchester Asylum Boards, etc., etc.	TWENTY-FOURTH DAY: 14th July, 1905	9436	547
ROTHERHAM, A., M.A., M.B., B.Sc. (Cantab.)	Medical Superintendent of Darenth Asylum under Metropolitan Asylums Board	TWENTY-THIRD DAY: 7th July, 1905	8738	509
SAVAGE, G. H., M.D., F.R.C.P.	Representative of the Royal College of Physicians	EIGHTEENTH DAY: 26th May, 1905	6503	357
SCOTT, James, M.B. - - -	Medical Officer, H.M. Prison, Brixton	FIFTEENTH DAY: 17th April, 1905	4860	276
SHADWELL, Lionel Lancelot -	Commissioner in Lunacy - -	SEVENTH DAY: 6th March, 1905	1488	81
SHERLOCK, Edward H., B.Sc., (London) M.B., etc.	Barrister-at-Law and Medical Officer of Belmont Asylum, Sutton, Surrey	TWENTY-THIRD DAY: 7th July, 1905	8829	512

NAME.	DESCRIPTION.	DATE.	QUESTION.	PAGE.
SHUTTLEWORTH, G. E., B.A., M.D., M.R.C.S. (Eng.), etc.	Medical Expert (1901–5) to Rochester House Institution for Improvable Imbeciles (Metropolitan Asylums Board), etc., etc.	TWENTY-FIFTH DAY: 21st July, 1905	9842	571
SMALLEY, Herbert, M.D.,	Medical Officer, Prison Commission, Home Office	THIRTEENTH DAY: 3rd April, 1905	3299	172
STANLEY, The Hon. Maude	Member of Metropolitan Asylums Board and Chairman of the Home for Feeble-minded Girls	TWENTIETH DAY: 9th June, 1905	7212	392
TATHAM, John, M.A., M.D.,	Superintendent of Statistics, General Register Office, Somerset House	FIFTEENTH DAY: 17th April, 1905	4738a	268
TOWNSEND, Miss P. D.	Representative of National Association for Promoting the Welfare of the Feeble-minded	FOURTEENTH DAY: 10th April, 1905	3901	223
TREADWELL, O. F. N., M.R.C.S., L.R.C.P.	Medical Officer, H.M. Prison, Parkhurst	FOURTEENTH DAY: 10th April, 1905	4299	246
TREDGOLD, A. F., M.R.C.S., L.R.C.P.	Physician to Littleton Home for Defective Children	TWENTIETH DAY: 9th June, 1905	7280	395
TROUP, Charles Edward, C.B.	Assistant Under-Secretary of State in Home Office	SEVENTH DAY: 6th March, 1905	1317	74
TUKE, Sir John Batty, M.P., M.D., F.R.C.P. (Ed.), F.R.S.E.	Visiting Physician to Saughton Hall Private Asylum. Morison Lecturer on Insanity, R.C.P. (Ed.) and on Mental Disease, R.C.S. (Ed.), etc., etc.	FIFTEENTH DAY: 17th April, 1905	4566	262
TURNER, John J. C.	Superintendent of the Eastern Counties Idiot Asylum, Colchester	TWENTY-SEVENTH DAY: 4th August, 1905	10785	623
TURNER, Miss Rose, L.R.C.P., L.R.C.S. (Ed.)	Medical Attendant to Metropolitan Asylums Board Homes for Feeble-minded Children	TWENTY-THIRD DAY: 7th July, 1905	8608	500
VENABLES-VERNON, Sir Wm.	Bailiff of Jersey	TWENTY-SIXTH DAY: 28th July, 1905	10200	587
WILLIAMS, A. H.	Secretary and House Governor of the Midland Counties Asylum	TWENTY-SIXTH DAY: 28th July, 1905	10517	607
WILSON, J. H. Parker, F.R.C.S.	Medical Officer, H.M. Prison, Pentonville	FOURTEENTH DAY: 10th April, 1905	4444	255

ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

LIST OF WITNESSES IN ORDER OF EXAMINATION.

DATE.	NAME.	DESCRIPTION.	QUESTION.	PAGE.
FIRST DAY: 14th November, 1904.	ALFRED DOUGLAS ADRIAN, C.B., K.C. - -	Legal Adviser and Assistant Secretary to the Local Government Board	1	1
SECOND DAY: 21st November, 1904.	HENRY FLETCHER POOLEY	Barrister-at-Law; Assistant Secretary, Board of Education (formerly member of Departmental Committee on Defective Children)	193	15
THIRD DAY: 28th November, 1904.	ROBERT WELSH BRANTHWAITE, M.D. - -	Home Office Inspector under Inebriates' Acts	408	25
FOURTH DAY: 5th December, 1904.	MISS MARY DENDY -	Member of Manchester Education Committee; Hon. Sec. of Lancashire and Cheshire Association for the Permanent Care of the Feeble-minded	801	39
FIFTH DAY: 12th December, 1904.	MISS MARY DENDY, (re-called and further Examined).	" " "	966	54
	JAMES GRANVILLE LEGGE -	H.M. Inspector of Industrial and Reformatory Schools	1159	64
SIXTH DAY: 19th December, 1904.	JAMES GRANVILLE LEGGE, (re-called and further Examined).	" " "	1207	69
SEVENTH DAY: 6th March, 1905.	CHARLES EDWARD TROUP, C.B. - - - -	Assistant Under-Secretary of State in Home Office	1317	74
	LIONEL LANCELOT SHADWELL	Commissioner in Lunacy	1488	81
EIGHTH DAY: 13th March, 1905.	ARTHUR DOWNES, M.D. -	Senior Medical Inspector for Poor Law Purposes to the Local Government Board and one of the General Inspectors in charge of the London District	1784	96
	Miss MARIAN HARRIET MASON - - -	Senior Inspector of Boarding Out, Local Government Board	1982	106
NINTH DAY: 14th March, 1905.	BALDWYN FLEMING - -	General Inspector, Local Government Board (Hampshire, Wiltshire, and Dorsetshire District)	2075	114
TENTH DAY: 20th March, 1905.	PHILIP H. BAGENAL - -	General Inspector, Local Government Board (Yorkshire District)	2334	130
	H. JENNER-FUST - -	General Inspector, Local Government Board (Lancashire and Westmorland District)	2525	138

Date.	Name.	Description.	Question.	Page.
Eleventh Day: 21st March, 1905.	Miss B. Walton Evans -	Inspector of Boarded-out Children for Local Government Board (Northern & Midland Counties)	2713	145
Twelfth Day: 27th March, 1905.	T. H. Fischer, K.C. -	Master in Lunacy	2894	154
	R. Brayn, M.R.C.S., L.R.C.P., L.S.A. - -	Medical Superintendent of Broadmoor Criminal Lunatic Asylum	3103	164
Thirteenth Day: 3rd April, 1905.	Herbert Smalley, M.D. -	Medical Officer, Prison Commission, Home Office	3299	172
	G. B. Griffiths, M.R.C.S., L.R.C.P. - - -	Deputy Medical Officer & Deputy Governor H.M. Prison, Holloway	3546	198
	Alfred, Eichholz, M.D. -	H.M. Inspector of Schools for the Blind, Deaf, Defective, and Epileptic in England and Wales	3611	204
Fourteenth Day: 10th April, 1905.	Miss P. D. Townsend - Miss Jefferies - -	Representing National Association for Promoting the Welfare of the Feeble-minded	3901	223
	O. F. N. Treadwell, M.R.C.S., L.S.A. - -	Medical Officer, H.M. Prison, Parkhurst	4299	246
	J. H. Parker Wilson, F.R.C.S. - - -	Medical Officer, H.M. Prison, Pentonville	4444	255
Fifteenth Day: 17th April, 1905.	Sir John Batty Tuke, M.P., M.D., F.R.C.P. (Ed.), F.R.S.E. - -	Visiting Physician to Saughton Hall Private Asylum, Morison Lecturer on Insanity, R.C.P. (Ed.), and on Mental Disease, R.C.S. (Ed.), etc., etc.	4566	262
	John Tatham, M.A., M.D.	Superintendent of Statistics, General Register Office, Somerset House	4738*a*	268
	James Scott, M.B. - -	Medical Officer, H.M. Prison, Brixton	4860	276
Sixteenth Day: 12th May, 1905.	T. Duncombe Mann -	Barrister-at-Law and Clerk to the Metropolitan Asylums Board	4977	280
	J. T. Helby - - -	Member of Metropolitan Asylums Board (for 3 years Chairman and now member of Darenth Asylum Sub-Committee)	5138	295
	Edwyn H. Beresford, M.R.C.S., L.R.C.P. -	Medical Superintendent of Tooting Bec Asylum	5395	306
Seventeenth Day: 19th May, 1905.	The Rt. Hon. Sir Edward Fry - - - - -	Chairman of Quarter Sessions, Somersetshire; formerly Lord Justice of Appeal	5576	311
	Miss Mary Hargreaves -	Head Schoolmistress and Matron of Rochester House Asylum	5873	322
Eighteenth Day: 26th May, 1905.	Sir James Crichton Browne, M.D., LL.D., F.R.S. - - - - -	Lord Chancellor's Visitor in Lunacy	5981	327
	E. Marriott Cooke, M.B.	Commissioner in Lunacy	6271	349
	G. H. Savage, M.D., F.R.C.P. - - -	Representative of the Royal College of Physicians	6503	357

Date.	Name.	Description.	Question.	Page.
Nineteenth Day: 2nd June, 1905.	Charles A. Mercier, M.B., F.R.C.P., F.R.C.S. -	Representative of the Royal College of Physicians	6603	363
	David Ferrier, M.D., F.R.S., F.R.C.P. - -	Representative of the Royal College of Physicians	6877	375
	Fletcher Beach, M.B., F.R.C.P. - - -	Representative of the Royal College of Physicians	6935	377
Twentieth Day: 9th June, 1905.	The Hon. Maude Stanley	Member of the Metropolitan Asylums Board and Chairman of the Home for Feeble-minded Girls	7212	392
	A. F. Tredgold, M.R.C.S., L.R.C.P. - - -	Physician to Littleton Home for Defective Children	7280	395
Twenty-First Day: 23rd June, 1905.	Arthur Acland Allen, Esq. - - - - -	Chairman of Special Schools Committee of the London County Council	7536	411
	The Hon. Maude Lawrence - - -	Vice-Chairman of Special Schools Committee of the LondonCounty Council (formerly Chairman under the London School Board)	7631	417
	James Kerr, M.D. - -	Medical Officer (Education) to the London County Council	7768	433
Twenty-Second Day: 30th June, 1905.	Frederick W. Mott, M.D., F.R.C.P., F.R.S. - -	Pathologist and Director of Pathological Laboratory of the London County Council and Physician to Charing Cross Hospital	8015 continued at 8348	452 cont. at p. 481
	Charles Hubert Bond, D.Sc., M.D. - - -	Medical Superintendent of the County of London Colony for Insane Epileptics	8124	464
	Mrs. E. M. Burgwin -	Superintendent of Special Schools under London County Council	8364	482
Twenty-Third Day: 7th July, 1905.	Miss Rose Turner, L.R.C.P., L.R.C.S., (Ed.)	Medical Attendant to Metropolitan Asylums Board Homes for Feeble-minded Children	8608	500
	A. Rotherham, M.A., M.B., B.Sc. (Cantab.) - -	Medical Superintendent of Darenth Asylum under Metropolitan Asylums Board	8738	509
	Edward H. Sherlock, B.Sc. (London), M.B., etc. - - - - -	Barrister-at-Law and Medical Officer of Belmont Asylum, Sutton, Surrey	8829	512
	R. Cunyngham Brown, M.D. - - - -	Deputy Medical Officer, H.M. Prison, Parkhurst	8964	519
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MINUTES OF EVIDENCE

TAKEN BEFORE

THE ROYAL COMMISSION

ON THE

Care and Control of the Feeble-Minded, etc.

AT THE WESTMINSTER PALACE HOTEL, VICTORIA STREET, S.W.

FIRST DAY.

Monday, 14th November, 1904.

PRESENT.

The Most Honourable The Marquess of BATH (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.

T. TREVOR WHITE, Esq. (*Secretary*).

ALFRED DOUGLAS ADRIAN, Esq., C.B., K.C., called; and Examined.

A. D. Adrian, Esq., C.B., K.C.
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1. (*Chairman.*) You are the Legal Adviser, are you not, of the Local Government Board?—Yes, my lord.

2. And you have been Assistant Secretary?—Yes.

3. For some time, I think?—Sixteen years.

4. You have been called here to furnish this Royal Commission with a statement of the existing law which affects the subject of inquiry by the Commission, and as it concerns the Local Government Board, I should like to ask you whether you wish to say anything by way of preface to your evidence?—At a later stage I should wish to refer to the terms of the Reference to the Royal Commission. I only allude to this matter here, because I wish to explain that, for the immediate purpose of this part of my evidence, I choose a rather colourless expression to denote the persons with whom the evidence is concerned. I think it seems fairly clear from the terms of the Reference that the persons whom it mentions have, for the most part, one characteristic in common, namely, that they are assumed not to have been certified as lunatics under the Lunacy Acts of 1890 and 1891. Accordingly, I propose to designate the persons about whom I have to speak as "uncertified persons."

5. With regard to your evidence, what will be its main divisions?—I think that it may be stated broadly, that the particular branches of law with which the Local Government Board are concerned may, in some way or other, extend to all uncertified persons when through destitution these persons are in receipt or in need of relief. Further it may be said that, to a limited degree, these same branches of law may have relation to some of these persons, though they may not be in receipt or in need of relief. I propose, in the first place, to enter upon the more important division of the subject, namely, that which comprises a statement of what may be done under the law when applied to uncertified persons of the pauper class. This division of the subject may conveniently embrace the following sub divisions:—(1) A brief reference to some of the statutory enactments and departmental rules which relate to uncertified persons as recipients of indoor relief; (2) A similar summary in relation to these persons as recipients of outdoor relief; (3) A short account of enactments and rules which may be usefully grouped in a miscellaneous section. And for subsequent convenience of reference I propose to give, as far as possible, the authority for my statements in the form of Sections of Statutes, &c.

6. Take the first heading—that of "Indoor Relief"; how do you propose to arrange that?—Under the heading "Indoor Relief" it may be convenient, in the first place, to consider enactments and rules which concern Boards of Guardians as separate administrative bodies, and are of general application throughout England and Wales. In the next place, similar enactments and rules of application limited to particular areas may be noted; and, thirdly, the nature and extent of certain Combinations may be described.

7. Have you any special points to note at this stage?—In relation to the enactments and rules which concern every Board of Guardians in England and Wales, when acting as a separate administrative body, attention may, at the outset, be drawn to two noteworthy features in the general scheme of Poor Law legislation. The first is the comprehensive power of control and regulation conferred upon the Local Government Board. The second is the wide meaning which since 1834 has been attached to the word "workhouse."

8. What have you to say generally about the powers of the Local Government Board?—As regards those powers of the Local Government Board as the Central Authority, which may be considered to have a more or less direct relation to the matters now under investigation, it may be observed that the Poor Law Amendment Act, 1834, which

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first authorised the formation of Poor Law Unions of the type now existing, enables the Local Government Board to make and issue rules, orders and regulations for the management of the poor; for the government of workhouses: for the guidance and control of Guardians and parish officers, so far as relates to the management or Relief of the Poor, accounts and contracts: and for carrying the Act into execution in all other respects (Poor Law Amendment Act, 1834, Section 15). As particular subjects of workhouse rules, orders and regulations, may be mentioned the government of the workhouse, the nature and amount of the relief to be given to, and the labour to be exacted from the persons relieved, and the preservation of good order (Section 42) as well as the classification of the inmates (Section 26). With respect to officers, the Local Government Board may direct the appointment of such paid officers, with such qualifications as they think necessary, for superintending or assisting in the administration of the relief and employment of the poor, and otherwise carrying the Poor Law Acts into execution. The Local Government Board may define and specify the execution of the duties of the officers, and the places or limits within which the duties are to be performed, and may determine the continuance in office or dismissal of the officers, the amount and nature of the security to be given by any officers, the amount of salaries, and the time and mode of payment (Section 46). The Local Government Board may also, by order, either upon or without any suggestion or complaint from overseers or Guardians, remove any paid officer deemed unfit or incompetent to discharge the duties of his office, or refusing, or wilfully neglecting to obey and carry into effect any rules, orders or regulations, and require the appointment of a fit and proper person in the room of the dismissed officer (Section 48). The provisions which I have already summarised, and which are of general application, are instanced to show briefly the scope of the chief powers of the Local Government Board for subordinate legislation with regard to the control and management of indoor relief.

9. That is all you want to say about the powers of the Local Government Board?—Yes, under this general heading.

10. Then I think you want to say something with regard to establishments for indoor relief?—It may now be well to say a few words about those institutions. I have already said that the expression "workhouse" as used for the purposes of the Poor Law Acts has a wide meaning. On reference to Section 109 of the Poor Law Amendment Act, 1834, it will be seen that the word is to be "construed to include any house in which the poor of any parish or Union shall be lodged and maintained, for any house or building purchased, erected, hired, or used at the expense of the poor rate by any parish, vestry, guardian or overseer for the reception, employment, classification or relief of any poor person therein at the expense of such parish." The place may therefore be a building in which inmates of all sorts, whether sick, healthy, of both sexes, of all ages, may be housed; or a building for the accommodation of inmates of a special class. For the new provision of a workhouse in either sense, the Local Government Board, with the consent of a majority of the Guardians, or with the consent of a majority of the ratepayers and owners, may direct the building of the workhouse, the purchase or hiring of land for the purpose, or the purchase or hiring of a workhouse, or a building for use as, or conversion into, a workhouse (Section 23). The Local Government Board may also, without requiring any such consent, direct the enlargement or alteration of an existing workhouse, or the enlargement or alteration of a building capable of being converted into a workhouse (Section 25).

11. Will you tell us in popular language what these houses really are?—They may be any sort of house. They may receive any class. They may be devised on any plan, subject of course to the approval of the Local Government Board as regards the plan, and they may receive any section of the uncertified persons, assuming that the policy of such a method of management and treatment were accepted.

12. Are infirmaries workhouses?—Yes.

13. And schools?—Yes, if maintained by the Guardians; that is, schools of the class known as "separate schools." Of course there are comparatively few of those now-a-days.

14. And the boarding-out houses?—No, the boarding-out of children is with families in homes not belonging to the Guardians.

15. How do you summarise the provisions of which we have just heard?—The general effect of the provisions to which reference has been made is that, for such a purpose as the separate housing and treatment of uncertified persons of the pauper class, the Guardians of an individual Poor Law Union may, with the help of the Local Government Board, be put in possession of special and extensive powers. To a great extent also the existing powers of the Guardians are available for use for the like purpose. In other words the general effect of these provisions is that every Board of Guardians in England and Wales may provide for the housing in a separate building or in separate wards attached to an existing building of any uncertified persons who may require indoor relief. Special rules may be made by the Local Government Board for the better management or control of a particular establishment. But apart from any such special rules, the power of regulating and conducting the building or wards, of governing and providing for the poor, and ordering, giving and directing the relief of the poor therein, and also powers in any way relating to the relief of the poor will be exerciseable by the Guardians (4 and 5 William IV, c. 76; Sections 21, 54). A separate Board of Guardians may also, with the consent of the Local Government Board, provide for their indoor poor where the circumstances so require by arranging with the Board of Guardians of another Poor Law Union to receive paupers into a workhouse or other establishment belonging to the latter Board of Guardians. (12 and 13 Vict., c. 103, Section 14).

16. Do you want to say anything about London now?—Yes. Following the division of the subject which I have previously indicated, I now wish to notice that while the provisions which I have previously summarised apply throughout England and Wales, there are, in the case of London, special provisions which may deserve mention in connection with the action of a Board of Guardians in relation to uncertified persons. The special provisions to which I refer are to be found in Section 50 of the Metropolitan Poor Act, 1867, and in Section 17 of the Metropolitan Poor Amendment Act, 1869. The effect of Section 50 of the Act of 1867 is as follows: where in the opinion of the Local Government Board, the workhouse of a Union or parish in the Metropolis is adapted only for the reception of poor persons of a particular class or particular classes, but is capable of accommodating poor persons of that class or those classes from any other Union or parish within the Metropolis, the Local Government Board may, by order, direct the Guardians of the Union or parish to which the workhouse belongs to receive, lodge, and maintain therein poor persons of that class or those classes, or any of them, and the Guardians shall receive, lodge and maintain such poor persons accordingly on terms to be agreed on, with the approval of the Local Government Board, by the respective Boards of Guardians of the Unions or parishes concerned, or, in default of such agreement, to be prescribed by the Local Government Board by Order: and in every such case the following provisions shall have effect: (1) Every poor person so received into the workhouse shall, while therein, be treated in all respects in like manner, and be subject to the same or the like regulations and liabilities as the other poor persons therein, and shall be chargeable, in the first instance, to the Union or to the parish in the workhouse whereof he is received. (2) The abiding of any such poor person in such workhouse shall in all other respects be attended with the same legal consequences, as if the workhouse were situate within the Union or parish from which he is sent. (3) Every Guardian of the Union or parish from which such poor person is sent may at all reasonable times enter the workhouse and inspect any part thereof.

17. Have you anything further to say about the classification in London?—Section 17 of the Act of 1869 is in these terms: "The Guardians of any Union or parish may, with the approval of the Poor Law Board [now the Local Government Board], set apart any ward or portion of their workhouse for the reception of particular classes or descriptions of poor persons, and provide separate maintenance and treatment for them therein, subject to such regulations as the said Board may at any time order or approve of, and may, with their consent, receive and maintain therein any poor person of the

same class or description chargeable to any other Union or parish upon such terms as shall be mutually agreed upon by the respective Boards of Guardians; and every such poor person so received into such workhouse shall, while therein, be treated in all respects in like manner, and be subject to the same regulations and liabilities as the other poor persons of the same class or condition, and shall be deemed to be chargeable in the first instance to the common fund of the Union, or to the parish in whose workhouse such poor person shall be received; provided that the abiding of such poor person in such workhouse shall in all other respects be attended with the same legal consequences as if such workhouse had been situated within the Union or parish from which such poor person shall have been sent."

18. Is there any other distinction as regards London?—Another difference in the law applicable to London, when contrasted with that applicable to the rest of England and Wales is the special grant under Section 43 of the Local Government Act, 1888. Under that section, the London County Council are required to grant to the Guardians of every Poor Law Union wholly in their county an amount equal to fourpence a day per head for every indoor pauper maintained in that union. The section further provides for the mode of reckoning the average number of paupers for the purposes of the grant, and for the rules to be substituted where a part only of the Poor Law Union is in the county. It then defines the expression "indoor paupers" in these terms: "For the purposes of this section the expression 'indoor pauper' includes all paupers maintained in a workhouse, and all paupers maintained in any district school, separate school, separate infirmary, sick asylum, hospital for infectious diseases, or institution for the deaf, dumb, blind, or idiots, or in any certified school under the Act of the session of the 25th and 26th years of the reign of Her Majesty, chapter 43, and includes any children boarded out, whether within or without the limits of the Union, and in the Metropolitan Asylum District includes all inmates of any asylum for imbeciles provided by the managers of that district, but excludes paupers relieved in casual wards, and such number of indoor paupers in a workhouse or in a district or separate school or in a separate infirmary or asylum, as exceeded the number prescribed by the Local Government Board for that workhouse, school, infirmary or asylum, and also excludes paupers maintained for part only of a day; provided always, that any paupers maintained under any contract or agreement in a workhouse other than that of the Union to which they are chargeable, shall be included only in the number of indoor paupers of the Union to which they are so chargeable."

19. Is there any other repayment on account of the indoor poor in London?—In the case of a London Union there may be repaid out of the Metropolitan Common Poor Fund the expenses incurred for maintenance of pauper children in district, separate, certificated and licensed schools, and also the expenses incurred in the maintenance in the workhouse of paupers above the age of sixteen, subject to the following conditions: The Local Government Board are to certify the maximum number of paupers to be maintained in the workhouse. No repayment is to be made in respect of a greater number of paupers maintained in the workhouse on any one day than will together with the children under the age of sixteen, if any, maintained therein on the same day complete the maximum number certified for the workhouse. The amount repaid is to be at the rate of fivepence per day for each pauper. Guardians in default in matters relating to the alteration or enlargement of the workhouse, the provision of proper drainage, sewers, ventilation, fixtures, furniture, surgical and medical appliances, the appointment of an officer, the maximum number of paupers or the classification of the paupers may be deprived of the repayment by the action of the Local Government Board, but if the Guardians make good their default before the end of the next half-year the Local Government Board may help them to obtain the repayment (Metropolitan Poor Act, 1867, Section 69, and Metropolitan Poor Amendment Act, 1870, Section 1).

20. You mentioned just now Combinations as a separate subject in your evidence?—Yes, I propose to give a summary of the measures by which similar objects may be effected by combination. Combinations such as I have in mind are of three sorts. One method applies only to areas outside London. Another method is applicable throughout England and Wales, and a third variety applies only to London.

21. Now take the provincial form of Combination?—The method of combination which is available only outside London is a form of co-operation by Boards of Guardians of Poor Law Unions, and is authorised by the Poor Law Act, 1879. Section 8 of that Act provides as follows:—

"Where on any representation it appears to the Local Government Board that the combination of two or more Unions not in the metropolis for any purpose connected with the administration of the relief of the poor would tend to diminish expense, or would otherwise be of public or local advantage the Board may, with the consent of the Guardians of the unions to be combined, make an Order for combining such unions for the purposes named therein, and for constituting for the execution of such purposes a joint committee of the Guardians of each of the combined unions. The Order shall define the powers, rights, duties, liabilities and obligations of the joint committee, and regulate the election, meetings, and officers of the joint committee, the mode of defraying the expenses of the joint committee, and any other matter or thing (including the adjustment of present and future liabilities and property) which it appears necessary or proper to regulate for the better carrying into effect the Order. The Guardians of a Union included in such combination shall, save as otherwise provided by the Order, cease to exercise any powers and rights, and to be subject to any duties, liabilities and obligations vested by the Order in the joint committee. All property acquired by the joint committee shall be vested in the Boards of Guardians of the Unions included in the combination as tenants in common. An Order may be made for amending, adding to or revoking any Order previously made under this Section."

22. Has anything been done in this way?—Proposals to use this enactment with the special object of dealing with uncertified persons, or special classes of uncertified persons, have from time to time been made to the Local Government Board. For present purposes the best example is, perhaps, the Combination of the Chorlton and Manchester Poor Law Unions, to which effect was given by an Order dated 5th April, 1897. That Combination is described as being for the purpose of erecting and maintaining a workhouse to be used as an asylum for the reception of imbecile paupers and of persons who may be insane, or suffering from epilepsy, and might be relieved in the workhouses of Poor Law Unions. For this purpose the Order set up a Joint Committee of twelve members, of whom six were to be elected by the Guardians of each Poor Law Union. The Order contained regulations for the election, term of office, powers, meetings, conduct of business of the Joint Committee, their contracts, the appointment and duties of their officers and their accounts.

23. How many of such Combinations are there?—That is the only Combination which has a complete asylum or workhouse for uncertified persons.

24. (*Mr. Hobhouse.*) How many other cases are there?—I do not know. I know of two others, I do not know of any more.

25. Perhaps half a dozen altogether?—Please do not take my evidence, because I have not looked this particular matter up. Perhaps, say three.

26. (*Chairman.*) What have you to say about the powers of the Joint Committee?—As regards the powers of the Joint Committee, Articles 8 and 9 are in these terms: Article 8: The joint committee shall have all necessary power to hire or purchase land or premises, and to erect or alter buildings for the purpose of providing a workhouse (hereinafter referred to as "the Asylum") to be used for the reception of imbeciles and of persons who may be insane, or who may be suffering from epilepsy, chargeable to the said Unions respectively. Article 9: Subject to the provisions of this Order, the joint committee shall, except as hereinafter mentioned, so far as may be necessary for the purposes of this Order have, exercise, perform and be subject to all the powers, rights, duties, liabilities and obligations of the Guardians of a Union constituted under the Poor Law Amendment Act, 1834, or Acts amending the same. Provided that nothing herein contained shall be deemed to confer on the said committee any power of raising money by loan for the purposes of this Order. With

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regard to this latter Article, it may be read as explaining the absence of any detailed regulations with respect to the management of the inmates. The Joint Committee are to have the powers of Guardians and it has already been pointed out that in Sections 21 and 54 of the Poor Law Amendment Act, 1834, there is a recognition of the Guardians' powers as including the regulating and conducting of workhouses, the governing, providing for and employing of the poor therein, as well as powers in any way relating to the relief of the poor, and extending to the ordering, giving and directing of all relief to the poor. The exercise of similar powers by the Joint Committee is in the main left free from control in matters of detail by the Local Government Board and their rules, orders and regulations.

27. Have you any remarks about the particular persons for whose relief the Joint Committee were set up ?—I think it may be well to draw attention again to the description of the class of persons for whom the Chorlton and Manchester Combination was to provide. These were "imbecile paupers and persons who may be insane or suffering from epilepsy, and who might be relieved in the workhouse." There was no attempt, it will be seen, to define the word "imbecile." Recent proposals have taken a somewhat different form, and it may be useful, I think, to the Commission if I put on record an example of suggestions made for a closer definition. I take this example from a case recently before the Local Government Board. The proposal there runs thus: The persons for whose reception the joint workhouse shall be provided are: (i.) Epileptic persons who being chargeable to one of the combined Unions have not been certified as lunatics; and (ii.) Feeble-minded persons who being chargeable to one of the combined Unions have not been certified as lunatics; and (*a*) who by reason of mental deficiency are incapable of receiving proper benefit from ordinary instruction, or are incapable of using ordinary means or precautions for protecting themselves from injury or improper usage or treatment, or are incapable of maintaining themselves by work; and (*b*) who are, in the opinion of a medical officer of a workhouse of any of the combined Unions suitable persons for treatment in the joint workhouse.

28. They are all uncertified ?—All uncertified in the sense in which I use the phrase.

29. They must be paupers—they are all chargeable ?—Yes, all paupers—entirely paupers.

30. Is there any other kind of Combination ?—The second variety of Combination is one which may be applied throughout England and Wales. I allude to it, because in the reference to the Commission there is mention of "training," and because in relation to that matter it may be desirable to draw attention to a mode of procedure which, though originally devised for another purpose, is not incapable of application to the special circumstances of uncertified persons. In dealing with the subject of "training" as a matter of Combination, I do not wish absolutely to exclude the possibility of action by a single Board of Guardians under the provisions to which I have previously referred. But, notwithstanding the existence of sufficient powers for the purpose, the practical likelihood of a "training" establishment as an institution set up for a particular Union hardly, perhaps, deserves consideration.

31. You refer to schools ?—Yes, or Establishments such as the Reference to the Commission possibly would include under the word "training."

32. (*Mr. Byrne.*) What power have the Local Government Board with regard to fixing the age at which children may be kept in school in Poor Law Schools ?—The maximum age of children for Poor Law purposes is generally fixed by Statute. Sixteen, which is the age of emancipation, is very often named, as, for example, in the enactments relating to District Schools; but there are one or two instances in which, by special enactment, it is extended.

33. It requires an enactment in each case where it has been extended. For instance, in the Metropolitan Asylums Board, where you have recently raised it to eighteen, is that in the Metropolitan Poor Act ?—No, that is an instance of the exercise of a very much wider power, which deals with all classes of paupers.

34. (*Mr. Dickinson.*) What is the power under which you have authorised the Metropolitan Asylums Board to detain feeble-minded children over sixteen to eighteen ?—Section 6 of the Metropolitan Poor Act, 1867, enables the Board to establish asylums for all classes of paupers.

35. Why do you stop at eighteen ?—I do not know. I am not here to discuss policy.

36. (*Mr. Byrne.*) So far as power goes there would be the same power to extend it to eighteen ?—The power is clear in the particular case. An asylum may be required to be set up for any class of paupers. Then the action of the Local Government Board becomes necessary for the definition of the people who are to be sent to the particular institution.

37. (*Mr. Dickinson.*) But you cannot detain any class of paupers ?—No.

38. Your provision you are acting under gives you some power of detaining these children until eighteen ?—What are you referring to ? The only thing I know is an Order which empowered the Metropolitan Asylums Board to make provision for certain children, but there was nothing as to detention in that order.

39. May I understand exactly what it did do ? It did not extend the power of detention beyond sixteen, but gave the power of maintenance beyond sixteen ?—I had better read the Order. By an Order of the 2nd April, 1897, the Local Government Board after reciting that certain Unions and parishes had been combined into a district to be termed the Metropolitan Asylum District, and further reciting that it is expedient that the classes of poor thereinafter mentioned, and chargeable to Unions and parishes in the said district should be included amongst those for whose reception and relief the said district should be deemed to be formed, went on to provide as follows :—"Now, therefore, in pursuance of the powers given to us by the statutes in that behalf we, the Local Government Board, hereby order and direct that the following provision shall have effect, namely, the poor persons chargeable to some Union or parish in the Metropolitan Asylum District for whose reception and relief the said district shall be deemed to be formed, shall include the following classes of poor persons so chargeable." Then various classes of children are specified. Afterwards the Order went on to say, "Children who by reason of defect of intellect or physical infirmity cannot properly be trained in association with children in ordinary schools." Then an Order of 4th March, 1903, dealing with that class of paupers, said : "Provided that any person who is received in an asylum of the Board of Management of the said district before attaining the age of sixteen years as being a member of the class of children referred to in paragraph (d) of this Order"—that is the paragraph from which I last quoted—"shall not be deemed by reason of age to have ceased to be a member of that class until such person shall have attained the age of twenty-one years."

40. (*Mr. Chadwyck-Healey.*) It refers to the incidence of charge; it has nothing to do with detention ?—It means classification. It means that the particular class of paupers may be received into an institution under the control of the Metropolitan Asylums Board.

41. Up to that age ?—Yes.

42. Therefore it is a question of charge simply ?—In a way the charge is included in it, of course, because these persons are paid for out of the Metropolitan Common Poor Fund.

43. (*Dr. Needham.*) It does not mean that children up to sixteen who are of defective intellect can be detained against their will, and that by a recent Order of the Local Government Board the age is increased to eighteen for children detained against their will ?—I do not think that is so. The Order I referred to is one that carries on to twenty-one, the age at which those who are originally received as defective children may be kept in that class at a Metropolitan Asylum.

44. (*Mr. Chadwyck-Healey.*) If parents choose to take their child away, it could not be kept.?—No.

45. (*Mr. Hobhouse.*) Do I understand that *qua* the Metropolitan Asylums Board, the Local Government Board claim to have the power, though they do not exercise it, to detain persons up to any age ?—No, they do not claim any general power to detain. Temporary detention for the special purpose of removal to an asylum is permissible in the case of imbeciles who become dangerous.

46. They have merely power to provide for such persons?—Yes. I had better refer to the Order. The words are: "Children who by reason of defect of intellect or physical infirmity, cannot properly be trained in association with children in ordinary schools." They are only dealt with there as a class of paupers; not necessarily as imbeciles.

47. (*Mr. Dickinson.*) All it does is to empower the Metropolitan Asylums Board to keep these persons, instead of sending them back to the workhouse?—To have the charge of them really.

48. Without that Order they would have to send them back to the workhouse?—Without that Order they could not have dealt with them in the same way. This particular class of persons was not under their jurisdiction as a class.

49. (*Mr. Hobhouse.*) With that Order they can detain them up to eighteen?—A child may remain in the class until the age of twenty-one.

50. And no longer?—Their future after twenty-one will depend upon the circumstances of each case.

51. (*Dr. Needham.*) I understand they can retain them, but they cannot detain them?—No, they cannot detain them unless they happen to be imbeciles who may be temporarily detained for the special purpose already mentioned.

52. They can then only detain them under the Lunacy Acts, they cannot detain them under any Order of the Local Government Board?—Yes, they can; temporarily for the special purpose of facilitating recourse to the Lunacy Acts where a case so requires. I shall come to that presently, and set it out in full, because that is rather important.

53. (*Chairman.*) Perhaps we had better go on with Mr. Adrian's evidence. Will you proceed with your description of the provision relating to Combinations of this sort?—The Poor Law Acts, as regards the whole of England and Wales, confer powers for the formation of school districts for the maintenance of schools. These powers are derived in the main from the Poor Law Amendment Act, 1844. By Section 40 of that Act, the Local Government Board are enabled, by Order, to combine Unions or parishes or parishes and Unions into school districts "for the management of any class or classes of infant poor not above the age of sixteen years, being chargeable to any such parish or Union, who are orphans or are deserted by their parents, or whose parents or surviving parent or Guardians are consenting to the placing of such children in the school." For every such district a board of management is to be constituted. The members are to be elected by the Guardians of the constituent Unions, and parishes "at such periods, not exceeding three years, and in such proportions and in such manner" as the Local Government Board direct.

54. What are the functions of the Board of Management?—A Board of Management has such of the powers of Guardians for the relief and management of the poor within any school, and for the appointment, payment and control of paid officers, as the Local Government Board direct. The legal and reasonable orders of the Board of Management are to be obeyed, and obedience thereto is to be enforced in the same manner, and by the same remedies and penalties, as the legal and reasonable orders of Guardians. The Local Government Board may direct the managers to purchase or hire or build, and to fit up and furnish, a building for the purpose of being used, or rendered suitable for the relief and management of the poor to be received into the school (Section 43). The managers must appoint, with the consent of the bishop of the diocese, at least one chaplain "who shall be empowered to superintend the religious instruction of all the infant poor being under the control" of the Board of Management. The Local Government Board may issue rules and regulations for the government of the school, and its inmates, as if it were a workhouse. There are, in matters of religion, certain restrictions upon the scope of the regulations of the Local Government Board and the Board of Management. Inspectors of the Board of Education may at all times visit these schools and examine the scholars (Section 43). Children may be received into a school from parishes or Unions not in the Combination, and the costs of their maintenance, employment and instruction are to be paid according to rates, and at times and in a manner, agreed upon by the Board of Management with the approbation of the Local Government Board. With the exception of certain expenses incurred in the relief of the children, and separately chargeable to individual parishes or Unions (Section 51), the expenses of the Board of Management are to be defrayed by means of contributions from the constituent Unions and parishes, according to their annual assessable value (7 and 8 Vict., c. 101, Sections 46 and 47; 31 and 32 Vict., c. 122, Section 11.)

55. Have you anything to say about London, under this head?—In London the cost of the maintenance of the children is a charge repayable out of the Metropolitan Common Poor Fund, and expenses incurred for the maintenance of a district school, in the purchase or hire of lands or buildings, the salaries of officers and all other common charges of the school, will be defrayed by contributions from the Unions and parishes forming the district, as is provided in the Metropolitan Poor Act, 1867, that is to say, in proportion to the annual assessable value of the property in the several Unions and parishes (30 Vict., c. 6, Sections 48 and 69.) But if, on any day, the number of children in a district school exceeds the number certified by the Local Government Board as the maximum number of children to be maintained in the school, no repayment shall be made out of the Metropolitan Common Poor Fund in respect of the maintenance during that day of the children so in excess. So much of the cost of maintenance as is not repaid from the Metropolitan Common Poor Fund, shall be borne in such manner as the Local Government Board direct (Metropolitan Poor Act, 1898).

56. Before we pass on are you able to tell us at all how many of these Combinations there are in England and Wales?—I think there are about four or five.

57. Can you give us illustrations of Combinations?—It is rather unnecessary, I think, to give any examples of Combinations set up under the enactment. Such school districts as have been constituted have, of course, been formed for the requirements of other than uncertified persons. But, if, as a matter of policy, it should be thought that Combinations of this type could be usefully made available for the wants of children belonging to the class of uncertified persons, the machinery of control and regulation under the existing enactments would admit of ready adaptation to the change.

58. What enactments are you referring to?—Those that I have just read are mainly in the 7 and 8 Victoria, c. 101—that is the Poor Law Amendment Act, 1844.

59. The next form of Combination about which you have to speak is one available for London only, is it not?—I now come to the special organisation available for London only. The London machinery was created by the Metropolitan Poor Act, 1867. By Section 5 it was enacted as follows:—"Asylums to be supported and managed according to the provisions of this Act may be provided under this Act for the reception and relief of the sick, insane, or infirm, or other class or classes of the poor, chargeable in Unions and parishes in the Metropolis (and in this Act the term 'asylum' means an asylum provided under this Act)." The Local Government Board may combine Poor Law Unions into districts, for each of which there will be an asylum or asylums, as the Local Government Board direct, and for the asylum or asylums there is to be a body of managers with a common seal and power to hold land (Sections 7 and 8). The managers are to be partly elective and partly nominated. The former are to be elected by the Guardians of the constituent Poor Law Unions. The latter are to be nominated by the Local Government Board. Where the asylum is provided for reception and relief of the insane, the Commissioners in Lunacy may appoint one of their body, or a Special Commissioner, who may attend meetings of the managers, and take part in their proceedings, but may not vote (30 Vict., c. 6, Section 30.)

60. What powers or duties are or may be given to managers of an asylum district?—The managers may be directed to purchase or hire, or to build and in either case to fit up a building for the asylum; and for the purposes of the asylum they have the powers of Guardians for the purchase or hiring of lands or buildings (Sections 15 and 16); and are to provide the necessary fixtures, furniture and conveniences (Section 20). The Local Government Board may direct that a building in use as a workhouse may with

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suitable alterations be used for an asylum (Section 18.) The managers have the powers of Guardians for relief, maintenance and management of inmates (Section 22) and for the appointment control and payment of officers of the asylum (Section 25) and in the exercise and discharge of all their powers and duties they are subject to orders of the Local Government Board in like manner as Guardians are under the Poor Law Acts (Section 28). The mode of admission of persons into the asylum is to be such as the Local Government Board direct (Section 21), and the Local Government Board may issue rules for the government of the asylum and the inmates (Section 23).

61. What rules apply to the expenses of managers ?—The expenses incurred by the managers, in purchasing, hiring, building, repairing and fitting up buildings, in rent or other compensation for the use of a workhouse as an asylum ; in providing fixtures, furniture, conveniences, medicines, medical and surgical appliances, other necessaries for keeping the asylum in proper order, and salaries and maintenance of officers are to be defrayed by contributions from the constitutent Poor Law Unions (Sections 31), on the basis of the assessable value of the property comprised in the Poor Law Unions (Section 55), Expenses incurred by the managers in food, clothing, maintenance, care, treatment, relief and burial of inmates are to be separately charged to the respective Poor Law Unions from which the inmates are sent (Section 32).

62. Have you anything to say at this stage about the Metropolitan Common Poor Fund ?—These provisions concerning expenses are subject to the effect of other provisions creating and regulating the Metropolitan Common Poor Fund which is formed by contributions from the Metropolitan Poor Law Unions and is managed by a Receiver appointed by the Local Government Board. Upon this fund the following (among other) expenses are chargeable, namely, expenses incurred for the maintenance of insane poor in asylums under the Act ; and for the salaries of all officers employed by the managers provided the appointments have been sanctioned by the Local Government Board. (Section 69). After each half-yearly audit the auditor is to certify to the Local Government Board the amount actually expended by each Poor Law Union for expenses repayable out of the Metropolitan Common Poor Fund. The Local Government Board then direct the receiver to re-pay out of the fund to the Guardians the sums so expended (Section 70).

63. What are the buildings which may be provided by this form of combination ?—I have stated that the special organisation applied to London may be used for the provision of asylums. But the same powers are made clearly available by Section 40 of the Divided Parishes and Poor Law Amendment Act 1876 for the provision of workhouses or other buildings for the reception of any class or classes of the poor chargeable in London. And an Asylum may include a ship, vessel, hut, tent, or other temporary erection (34 Vict. c. 15).

64. (*Mr. Byrne.*) Would it include such a thing as a labour colony for epileptics, or for sane pauper epileptics ? —Provided they were housed, certainly, but they must be housed. Housing is the primary end of all Combinations.

65. But it is not confined to a house ?—No.

66. A farm would be included ?—Yes—with housing accommodation attached to it.

67. So the Local Government Board would have full power to direct the establishment of epileptic colonies in London if they thought it necessary ?—For paupers.

68. Or a feeble-minded colony for paupers ?—For paupers, Yes.

69. (*Chairman.*) Now perhaps you will give some account of the Metropolitan Asylum District. I think it was formed was it not after the Metropolitan Poor Act 1867 ?—Yes. Under the Metropolitan Poor Act 1867 the Poor Law Board by an Order dated the 15th of May, in that year formed the several Poor Law Unions wholly or for the greater part included within the Metropolis into the Metropolitan Asylum District for the reception and relief of (among other classes) the poor who being chargeable to a Poor Law Union are insane. The asylum district was placed under a Board of Management and after the provision by this Board of suitable premises for use as asylums at Caterham and Leavesden, regulations were issued by the Poor Law Board on the 6th of October 1870.

70. What do you say about these regulations ?—These regulations are no longer in force and it would not be practicable within reasonable limits to give a sufficiently complete summary of the existing regulations affecting the asylum district. But it may be useful to draw attention to some of the principal features in the code of regulations so far as regards uncertified persons. The persons eligible for admission to the asylums at Caterham and Leavesden are thus described : "The insane paupers to be admitted into the asylum shall be such harmless persons of the chronic or imbecile class as could be lawfully retained in a workhouse, but no dangerous or curable persons such as would, under the statutes in that behalf, require to be sent to a lunatic asylum shall be admitted." That was provided for in an Order of the 10th February 1875.

71. Will you describe the mode of admission into an asylum ?—Each pauper is to be admitted upon an Order filled up and signed by the clerk to the Guardians of the Poor Law Union from which he is sent to the asylum. The Order of admission must be accompanied by a certificate signed by the medical officer (either of the workhouse or district as the case may be) of the Poor Law Union to which the pauper is chargeable and also by a report signed by the Chairman or vice-Chairman of the Board of Guardians. The certificate records the medical officer's opinion that the pauper is a chronic and harmless lunatic, idiot, or imbecile, such as might be lawfully retained in a workhouse. It also gives the grounds for this opinion in facts observed by the certifying medical officer and facts communicated to him by others. The certificate is further intended to show that the pauper is not suffering from any contagious or infectious disease, and that the journey to the asylum is not likely to prove detrimental to him. The report which must also accompany the Order of admission must be to the effect that the Guardian who signs it, having personally seen the pauper, declares that the Guardian is satisfied that the pauper is a proper person to be sent to the asylum. The certificate and report may, however, be dispensed with where a pauper lunatic is discharged under Section 25 of the Lunacy Act, 1890, from an institution for lunatics and is sent directly to one of the managers' asylums with an Order accompanied by a certificate of the medical officer of the institution. Also the managers may without any such Order as is above described transfer an insane pauper from one to another of their asylums. That is provided for by an Order of the 25th May, 1899. The greater part of the other regulations is contained in Orders of the 10th February, 1875, and 3rd January, 1891.

72. What have you to say about the management of the inmates and the rules for discipline ?—The pauper inmates of an asylum are to be classed as the Asylum Committee, with the advice of their medical superintendent, direct. But the sexes are to be kept separate and to each sex its proper wards and yards are to be assigned. The regulations declare that, subject to their provisions, the guidance, government and control of the asylum, and of the paupers as well as the officers, assistants, servants and others shall be exercised by the Board of Management, except so far as these matters may be delegated by the managers to the Asylum Committee. A few simple rules are made for the discipline of the pauper inmates. A pauper inmate may have visitors by permission of the medical superintendent, or (in his absence) his assistant. Without the medical superintendent's sanction, no article of food or liquor shall be allowed to be given to or left with, or for, a pauper inmate. Books and papers disapproved by the Asylum Committee must not be read or retained by the pauper inmates. A pauper inmate must not have in his possession any matches or other articles of a combustible nature. Those regulations are, for the most part, contained in an order of 10th February, 1875.

73. What are the rules for the discharge of inmates ? —The regulations in effect provide that the Asylum Committee, acting under the advice of the medical superintendent, may discharge any pauper. The clerk of the asylum is to give notice of the proposed discharge to the Board of Guardians of the Poor Law Union to which the pauper is chargeable as well as to his nearest known relatives The Guardians are to take proper steps for his removal ;

but, if they do not, the Asylum Committee may cause the pauper to be removed at the expense of the Guardians to the workhouse from which he was sent to the asylum. When the Guardians direct the discharge of a pauper chargeable to their Poor Law Union, he is to be thereupon discharged unless the medical superintendent is of opinion that the discharge cannot take place without injury to the pauper. In that case, the direction of the Guardians is not to be acted upon until the opinion has been communicated to the Guardians and their further directions have been received. A pauper may leave the asylum after his parent or next of kin has given to the Board of Management, the Asylum Committee, or the Guardians of the Poor Law Union to which the pauper was chargeable, a satisfactory undertaking to provide for the removal, charge, and maintenance of the pauper with due care and attention while the malady continues.

74. Are there any exceptions to these rules with regard to discharge ?—The regulations are not to apply to paupers who after admission become dangerous to themselves or others. In these cases — and I have already referred to them as involving a power of temporary detention—the medical superintendent is to give or cause to be given notice to the relieving officer of the Poor Law Union to which the pauper is chargeable, and the relieving officer is thereupon to take the proper steps for the removal of the pauper to a lunatic asylum.

75. Have you anything further to note about the Metropolitan Asylums Board ?—I might perhaps repeat what I have already said, that the functions of the Metropolitan Asylums Board, by Orders dated the 2nd April, 1897, and 4th March, 1903, were extended to, amongst other classes of poor children, those who by reason of defect of intellect or physical infirmity cannot properly be trained in association with children in ordinary schools.

76. That is all you want to say about indoor relief ?—Yes. I have now to give an account of the more important enactments and rules which relate to the outdoor relief of uncertified persons. Attention has already been drawn to the wide powers which the Local Government Board derive from the Poor Law Amendment Act, 1834, as regards the management or relief of the poor. These powers are exercisable by means of rules, orders, or regulations. They are also supplemented by express enactments relating to that kind of relief which is classed as out-door relief.

77. What are the statutory powers of the Local Government Board with regard to out-door relief ?—In Section 52 of the 4 and 5 Wm. IV., c. 76, there is a recital which is not without interest. "A practice," says the section, "has obtained of giving relief to persons or their families who at the time of applying for or receiving such relief were wholly or partially in the employment of individuals, and the relief of the able-bodied and their families is in many places administered in modes productive of evil in other respects." The section then recognises that difficulty may arise in case any immediate and universal remedy is attempted to be applied. It afterwards proceeds to enact that the Local Government Board may, by their rules, orders, or regulations, declare to what extent, and for what period relief to be given to able-bodied persons, or to their families in any particular parish or Union may be administered out of the workhouse by payments in money or with food or clothing in kind, or partly in kind and partly in money, and in what proportion, to what persons or class of persons, at what times and places, on what conditions and in what manner such out-door relief may be afforded. All relief contrary to the orders of the Central Authority is declared to be unlawful and is made subject to disallowance. But if in any particular instance of emergency the Guardians depart from the Orders, and within 15 days after the departure report it and the grounds to the Local Government Board, and they approve, or if the relief is in food, temporary lodging, or medicine, and is so reported, the relief if otherwise lawful shall not be unlawful or subject to disallowance.

78. Are there any other enactments ?—By a subsequent section the independent powers of overseers in the matter of relief are restricted to cases of sudden and urgent necessity. In any such case the overseer is required to give such temporary relief as the case requires in articles of absolute necessity but not in money (Section 54). With these enactments, it is also proper to notice a provision which, though not of much practical value at the present time, has not yet been expressly repealed. This is to be found in Section 27 of the Poor Law Amendment Act, 1834, which empowers two Justices to direct by order that relief shall be given to any adult person who from old age or infirmity of body is wholly unable to work, without requiring that he shall reside in the workhouse. The power is exercisable subject to the condition that one of the Justices must certify, in the order, of his own knowledge, that the person is wholly unable to work, and that the person is lawfully entitled to relief in the Union and desires to receive it out of the workhouse.

79. Is the power exercised ?—Very rarely, I think. I should say it is almost obsolete.

80. What have you to say about the cases of uncertified persons as affected by these various powers ?—The Statute of the 43rd of Elizabeth, as was pointed out by Lord Lindley in the case of the Attorney General *v.* The Guardians of the Poor of the Merthyr Tydfil Union (L. R. 1900 1 Ch. 516 ; 69 L. J. Ch. 299) had placed in a special class the lame, impotent, old, blind, and such others as were poor and not able to work. For these relief was to be found without work, so that the claim of uncertified persons to relief of this kind is clearly recognised, and this recognition has resulted in various exceptions from the provisions of the two principal Orders now in force for the control of out-door relief.

81. I think those Orders are the Out-door Relief Prohibitory Order and the Out-door Relief Regulation Order ?—Yes.

82. Do you want to say anything about the Out-door Relief Prohibitory Order ?—The Out-door Relief Prohibitory Order of the 21st December, 1841, which in its original form, or in the form of orders modelled upon its provisions, applies to the greater part of England and Wales outside London, and some towns of importance or peculiar circumstances contains exceptions in favour of cases of bodily or mental infirmity. For example, the requirement in the first article that every able-bodied person requiring relief shall be relieved in the workhouse, together with his wife, if resident with him, and such of his family as may be resident with him and not in employment, is subject to exception where the relief is required on account of any bodily or mental infirmity affecting the person or any of his family. Article 2 introduces a condition affecting the exception, by requiring a special entry in the minutes of the nature of the infirmity and, if the Guardians think fit, a medical certificate, of which a copy shall also be entered on the minutes. Then Article 3, which prohibits non-resident relief, admits of exceptions in the case of bodily or mental infirmity, and in the case of a child under the age of sixteen in a workhouse or establishment for the education of pauper children. Further, Article 5, which prohibits the payment by the Guardians of a pauper's rent, makes an exception in the case of any shelter or temporary lodgings procured in any case of mental imbecility. The Order lastly authorises relief to be given by way of loan in cases within the exceptions to Articles 1 and 3.

83. What do you want to say with regard to the Out-door Relief Regulation Order ?—The Out-door Relief Regulation Order of the 14th December, 1852, also recognises the exceptional nature of cases which would include those of uncertified persons. Thus an exception to the prohibition of the payment of the expenses of conveyance of poor persons is allowed, in the case of a person conveyed to or from a district school, a hospital or infirmary, a lunatic asylum or licensed house. Again, the prohibition of the payment of rent is subject to an exception similar to that in the other Order. So, too, in the case of non-resident relief. And where relief is given on account of bodily or mental infirmity, the prohibition in Article 5 of relief to an able-bodied male person, while employed for wages or other hire or remuneration, and the requirement that every such person, if relieved out of the workhouse shall be set to work, will not apply. Relief in certain cases within this Order may be given by way of loan.

84. What have you to say about the out-door relief to uncertified persons ?—Although these principal Orders may be said to give the Guardians a free hand, where their assistance is invoked on account of infirmity such as an uncertified person would exhibit, it is rather in

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various special enactments that mention of the particular needs of this class is to be found. An example is furnished by Section 21 of the Poor Law Amendment Act, 1867. That enactment empowers the Guardians to provide for the reception, maintenance, and instruction of any adult pauper, being blind or deaf and dumb in any hospital or institution established for the reception of persons suffering under such infirmities, and to pay the charges incurred in the conveyance of the pauper to and from the same as well as those incurred in his maintenance, support and instruction therein. For children similarly afflicted provision is made by the Poor Law (Certified Schools) Act, 1862. "School" in that very important Act is defined by Section 10 as extending to any institution established for the instruction of blind, deaf, dumb, lame, deformed or idiotic persons.

85. Will you give some account of the Poor Law Act of 1862 with regard to certified schools?—The Guardians of a Poor Law Union under this Act may send a child who is an orphan, or deserted by his or her parents or surviving parent, or one whose parents or surviving parent consent, to a certified school supported wholly or partially by voluntary subscriptions, and may pay the expenses incurred in the maintenance, clothing and education of the child, its conveyance to and fro, and in case of death the expenses of its burial (25 and 26 Vict., c. 43, Sections 1 and 6), and if the parent, step-parent, nearest adult relative or next of kin, or failing any of these, the god-parent of a child not belonging to the Established church, and relieved in a workhouse or district school, make application to the Local Government Board, they may order the child to be sent to a certified school of the religion to which the child is proved to belong (29 and 30 Vict., c. 113, Section 14). Also in the case of a deserted child or an orphan child, on behalf of whom no relative, next of kin, step-parent or god-parent makes application, the Local Government Board may make the required Order on being satisfied that there is reasonable ground for their doing so. (31 and 32 Vict., c. 122, Section 23). As regards consent, that of the mother, if she has the care, custody or possession of the child, will suffice where the child is illegitimate (31 and 32 Vict., c. 122, Section 23). The amount payable by the Guardians in the case of a child sent to a certified school must not exceed such rate of payment as may be sanctioned by the Local Government Board for pauper children sent to the school (45 and 46 Vict., c. 58, Section 13). The Local Government Board, on the application of the managers, and after an examination of and report upon the school, may certify that the school is fitted for the reception of such children as may be sent there by the Guardians. The Local Government Board are also empowered to withdraw their certificate, (25 and 26 Vict., c. 43, Section 2). The Local Government Board, if of opinion that any person is aggrieved by any child being sent to or kept at a certified school, may order the child to be removed (Section 3). Every school in which a child is received must be open to the visitation and inspection of an inspector appointed by the Local Government Board. The Guardians by whom a child has been sent to a school may also appoint a Guardian to visit and inspect (Section 4). "The Guardians may at any time at their discretion, and shall upon the requisition of the managers of the school, or upon the withdrawal of the certificate, ... cause any such child to be removed from any such school and brought back to their parish or Union" (Section 5). The Guardians may not keep a child in a school against its will, if the child be above the age of fourteen, or against the will of the parents or surviving parent, whatever the age of the child (Section 7.) A child must not be sent to a school conducted on the principles of a religious denomination to which the child does not belong. (Section 9.)

86. May the Guardians send the children to any other Special schools?—The Guardians of a Poor Law Union may, with the approval of the Local Government Board, send certain deaf and dumb or blind children to suitable schools, though the schools may not have been certified (31 and 32 Vict., c. 122, Section 42.) But the Guardians' power in this respect is limited to children under the age of sixteen who are idiots or imbeciles resident in a workhouse or institution to which they have been sent from a workhouse, or boarded out by the Guardians (56 and 57 Vict., c. 42, Section 13.)

87. We should like to know something with regard to the Guardians' powers as to defective and epileptic children?—As regards pauper children who are defective or epileptic, the Elementary Education (Defective and Epileptic Children) Act, 1899, by Section 9 empowers Boards of Guardians to contribute such of the expenses of providing, enlarging or maintaining any certified Special class or school under the Act as are certified by the Board of Education to have been incurred wholly or partly in respect of scholars taught at the class or school, who are either resident in a workhouse or in an institution to which they have been sent by the Guardians from a workhouse or boarded out by the Guardians. (62 and 63 Vict., c. 32, Section 9.) Nothing in this Act imposes a duty on a School Authority to receive in a Special class or school a child who is resident in a workhouse or in any institution to which he has been sent by the Guardians from a workhouse or boarded out by the Guardians, unless the Guardians are willing to contribute towards the expenses of the education and maintenance of the child such sum as may be agreed on between the Authorities concerned. (62 and 63 Vict., c. 32, Section 10.) Children to whom these provisions apply are defective children, that is to say, children who not being imbecile and not being merely dull or backward are defective in this sense, namely, that by reason of mental or physical defect they are incapable of receiving proper benefit from the instruction in the ordinary public Elementary schools, but are not incapable by reason of the defect of receiving benefit from instruction in such special classes or schools as are mentioned in the Act; and epileptic children, that is to say, children who not being idiots or imbeciles are unfit by reason of severe epilepsy to attend the ordinary public Elementary schools. (62 and 63 Vict. c. 32, Section 1.)

88. Have the Guardians other powers for meeting the requirements of uncertified persons?—The Guardians may have recourse to more general and very wide powers for meeting the wants of uncertified persons, whether children or adults. The Guardians with the consent of the Local Government Board may pay any sum of money as an annual subscription towards the support and maintenance of any public hospital or infirmary, the reception of sick, diseased, disabled or wounded persons, or of persons suffering from any permanent or natural infirmity. (14 and 15 Vict., c. 105, Section 4.) In London a Board of Guardians with the consent of the Local Government Board may enter into arrangements with any public general hospital or dispensary in their Poor Law Union to receive and treat pauper patients on terms to be arranged between the Board of Guardians with the sanction of the Local Government Board and the authorities of the hospital or dispensary. (32 and 33 Vict., c. 63, Section 16.) By Section 10 of the Poor Law Act 1879, the power of subscribing to hospitals is extended so as to authorise the Guardians, with the consent of the Local Government Board, to subscribe towards any asylum or institution for blind persons, or for deaf or dumb persons, or for persons suffering from any permanent or natural infirmity, or towards any association or society for aiding such persons, or for providing nurses, or for aiding girls or boys in service or towards any other asylum or institution which appears to the Guardians with the consent of the Local Government Board to be calculated to render useful aid in the administration of the relief of the poor. To this enactment is appended the proviso that nothing therein contained shall authorise any subscription to any asylum or institution unless the Local Government Board be satisfied that the paupers under the Guardians have or could have assistance therein in case of necessity. (42 and 43 Vict., c. 54, Section 10.) These powers, it may be added, extend to subscription to associations or societies for the prevention of cruelty to children. (4 Edw. VII., c. 15, Section 26.)

89. What powers have the Local Government Board with regard to proprietary establishments for the reception of poor persons?—The Statute 12 Vict., cap. 13, is entitled, "An Act to provide a more effectual regulation and control over the maintenance of poor persons in houses not being workhouses of any Union or parish." The Act empowers the Local Government Board to make and issue

rules, orders and regulations for the management and government of any house or establishment wherein any poor person is lodged, boarded, or maintained for hire or remuneration under a contract between the proprietor and the Guardians. The power of the Local Government Board is exerciseable in the like manner and to the same extent as in the case of other rules, orders and regulations. County lunatic asylums, registered hospitals or licensed houses for lunatics are excepted from the operation of this enactment. So also are charitable institutions supported by public subscriptions. (12 Vict., c. 13, Sections 1 and 2.) The Local Government Board may prohibit the reception or retention of any poor person or class of poor persons in any such house or establishment. They may remove officers, servants or assistants. They may issue any order which they deem necessary for regulating the mode of contracting. They may appoint, with remuneration to be paid by the Guardians of the Poor Law Unions from which paupers are sent, a person either temporarily or permanently to visit and inspect any house or establishment, and the pauper inmates, and to report on the visit and inspection. (Section 7.) A Justice of the Peace may also visit and inspect. (Section 8.)

90. Do you wish to draw attention to any special powers of the Guardians with respect to idiots ?—The Guardians under Section 13 of the Poor Law Amendment Act, 1868, may, with the consent of the Local Government Board, send an idiotic pauper to an asylum or establishment for the reception and relief of idiots maintained at the charge of the county rate or by public subscription. The Guardians also, with the consent of the Local Government Board, may send any idiotic, imbecile or insane pauper who may lawfully be detained in a workhouse to the workhouse of any other Poor Law Union with the consent of the Guardians of the last-mentioned Poor Law Union, and pay the cost of the maintenance, clothing, and lodging of the pauper in the asylum, establishment or workhouse as well as the cost of his conveyance thereto or his removal therefrom and the expenses of his burial when necessary. (31 and 32 Vict., c. 122, Section 13.) With this provision is to be read Section 15 of the Idiots Act, 1886, which is to the effect that nothing in that Act is to operate to deprive the Guardians of any Union of the power of sending pauper idiots or imbeciles to hospitals, institutions and licensed houses registered under the Act, or from receiving in respect of such idiots or imbeciles such sums of money as shall from time to time be granted by Parliament towards the maintenance and care of pauper lunatics, as if the same idiots and imbeciles were pauper lunatics. Any hospital, institution or licensed house which at the passing of the Act was devoted exclusively to the care, education and training of idiots or imbeciles may be registered under the Idiots Act, 1886, and all idiots and imbeciles lawfully retained therein at the passing of the Act may continue to be so retained without further certification. (49 and 50 Vict., c. 25, Section 8.) Among other provisions of the Lunacy Acts which are made inapplicable to establishments registered under the Idiots Act, 1886, are those relating to orders, certificates or reports necessary for the reception, detention or treatment of lunatics. (49 and 50 Vict., c. 25, Section 11.) For the purposes of the Idiots Act, 1886, the words "Hospital" and "Institution" mean any hospital or institution or part of a hospital or institution (not being an asylum for lunatics) wherein idiots and imbeciles are received and supported wholly or partly by voluntary contributions, or by any charitable bequest or gift or by applying the excess of payments of some patients for or towards the support, provision, or benefit of other patients. (49 and 50 Vict., c. 25, Section 7.)

91. May I say at this point, you have quoted a very large number of Acts of Parliament and Sections of them, and it would be very convenient to the Commission if you could let us have a statutory index to your evidence—I mean a list of the Acts and the subjects to which they refer—just a short statement ?—Yes. You do not mean an index of reference to the questions and answers.

92. No ; simply just a list of the Acts to which you refer and the Sections, and perhaps just roughly the subject to which they refer ?—Yes. Of course they all appear in the evidence. (*The Index was subsequently sent in. Vide Appendix Papers, p. 643, post.*)

93. That, I think, concludes the portion of your evidence that relates to the pauper classes ?—Yes.

94. We have finished your evidence so far as the pauper classes are concerned, and we now come I think, to those who are not of the pauper class. I think you would like to draw the attention of the Commission to some provisions with regard to these people —the uncertified persons not of the pauper class ?—An example may be cited from the Prevention of Cruelty to Children Act, 1904. Injury within the contemplation of that Act may extend to injury to or loss of sight or hearing, or limb, or organ of the body, and any mental derangement. A place of safety for a child in respect of whom an offence of cruelty has been committed may be a workhouse, and Boards of Guardians must provide for the reception of children brought thither, the master must receive a child authorised by a Justice to be taken to the workhouse and expenses incurred in respect of the child are to be deemed to be expenses incurred in the relief of the poor. (Section 5, Sub section 4). The Guardians may out of the funds under their control pay the reasonable costs and expenses of proceedings which they have directed to be taken under the Act in regard to the assault, ill-treatment, neglect, abandonment, or exposure of any child (Section 21). The Guardians may also pay the costs of prosecutions for ill-treatment of servants or apprentices, or bodily injury to persons under sixteen, where two Justices certify that the prosecution ought in the interests of justice to be conducted by the Guardians (24 Vict. c. 100, Section 73). Another instance that may be mentioned is the use made of the workhouse as a place of reception, relief and detention of an alleged lunatic (Lunacy Act, 1890, Section 20.) By the General Order of the Poor Law Commissioners of 3rd December, 1841, provision was made for facilitating the identification of children supposed to have strayed, or insane persons wandering abroad, whose friends and relations are unknown and who have been received into any workhouse. Descriptive notices are to be forthwith affixed on the outer gate of the workhouse and sent to each of the three nearest police stations, and if, at the expiration of twenty-four hours after the reception of the child or insane person into the workhouse, no claim or inquiry is made, other copies of the notice are to be prepared and furnished to the police.

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95. Will you explain to us the effect of the law as regards certain consequences of the allowance of medical relief ?—By the Medical Relief Disqualification Removal Act, 1885, a person who has in any part of the United Kingdom received for himself or for any member of his family any medical or surgical assistance, or any medicine at the expense of any Poor Rate shall not by reason thereof be deprived of any right to be registered or to vote either (*a*) as a Parliamentary voter ; or (*b*) as a voter at any municipal election ; or (*c*) as a burgess ; or (*d*) as a voter at any election to an office under the provisions of any Statute. This, however, does not apply to the election of (*a*) any Guardian of the Poor ; or (*b*) of any member of any parochial board in Scotland ; or (*c*) of any other body acting in the distribution of relief to the poor from the Poor Rate (48 and 49 Vict., c. 46, Section 2.) "Medical and surgical assistance" shall include all medical and surgical attendance and all matters and things supplied by or on the recommendation of the Medical Officer having authority to give such attendance and recommendation at the expense of any Poor Rate (Section 4.) The effect of these enactments was considered by the High Court in the case of Kirkhouse *v.* Blakeway (50 W.R. 203 ; 71 L.J.K.B. 130.) In that case the voter's wife had been maintained as a pauper patient in the county lunatic asylum. He had contributed nothing towards her maintenance. The Revising Barrister rejected the claim, because he thought that the permanent maintenance of a lunatic or imbecile was distinguishable from the medical treatment of a patient under a temporary attack of mental disease and that such maintenance was not medical assistance within the meaning of the Statute. He thought it analogous to the maintenance of a disabled or crippled pauper in the workhouse, and that such medical assistance, if any, as was rendered to the patient was an incident additional to the maintenance. Mr. Justice Channell, in giving the judgment of the High Court, said, "It seems to us that in all cases in which relief is given which is more or less of the nature both of medical relief and ordinary relief, a question of fact arises for the decision of the Revising Barrister. Where in consequence of illness (and insanity is undoubtedly illness) a voter or a member of his family whom he is bound to support is given medical relief, it is not the less medical relief because a certain amount of

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ordinary sustenance is given as well as medicine. And so where a pauper in a workhouse is removed to the infirmary in consequence of his illness he would, whilst in the infirmary, still be receiving relief other than medical relief within the meaning of the Statute. It would be a question of fact for the Revising Barrister in all such cases what the real character of the relief was and which kind was merely incidental to the other. Where a member of a voter's family is attacked with insanity and in consequence removed to an asylum at the expense of the Union, we should have no doubt, and the Revising Barrister in this case seems to have had no doubt that the case was in the first instance one of medical relief. But where the insane person (being a person for whose support the voter is liable) remains permanently in the asylum and no payment is made by the voter, we think a question of fact arises as to whether the relief has not become ordinary relief as distinguished from medical. Where any payment is made, even although it is not as great as the cost to the Union of the maintenance of the lunatic in the asylum, the inference might fairly be drawn that there is no ordinary relief; but this is for the Barrister. Where the relief has continued for a long time without any payment whatever we cannot say that the barrister is wrong in coming to the conclusion that the voter is in receipt of relief other than medical relief. . . . The appeal must be dismissed."

96. What is your final evidence under this heading ?—It may be convenient to note the effect of Section 2 of the Poor Law Amendment Act, 1848, which enables the Guardians if they think proper to pay for any medical or other assistance rendered to any poor person on the happening of any accident, bodily casualty, or sudden illness although no order has been given by them or any other of their officers or by the overseers.

97. I think you propose to draw attention to some miscellaneous matters which may be considered apart from the previous headings of your evidence that we have gone through. I believe, in the first place, you want to say something about inspection ?—There are various matters which are not easily grouped under the headings already mentioned, but which deserve some mention. The power of inspection conferred upon the Central Authority is one of these matters. Section 20 of the Poor Law Board Act, 1847, is to the effect that inspectors appointed by the Central Authority shall be entitled to visit and inspect every workhouse or place wherein any poor person in receipt of relief shall be lodged, and to attend every Board of Guardians and every parochial and other local meeting held for the relief of the poor, and to take part in the proceedings, but not to vote at such board or meeting. For their local inquiries, the inspectors may summon before them such persons as they may think necessary for the purpose of being examined before them upon any matter concerning the administration of the laws relating to the Relief of the Poor, or any other matter placed by law under the control or regulation of the Local Government Board, or for the purpose of producing and verifying upon oath, any books, contracts, agreements, accounts, writings or copies of the same in any wise relating to such matter, and not relating to or involving any question of title to any lands, tenements or hereditaments not being the property of any parish or Union, and may examine any person whom they shall so summon, or who shall voluntarily come before them to be examined upon any such matter upon oath, which each of the said inspectors shall be empowered to administer, or instead of administering on oath the inspector may require the party examined to make and subscribe a declaration of the truth of the matter respecting which he shall have been or shall be so examined. . . . Provided always that no person shall be required in obedience to any such summons to go or travel more than ten miles from his place of abode.

98. What are the principal rules with regard to visitation by Guardians ?—For the visitation of workhouses by Boards of Guardians the General Consolidated Order of the 24th of July, 1847, which either by its direct application or in the form of regulations modelled upon its provisions regulates all Poor Law establishments which are not of a character needing special rules, requires the appointment of one or more Visiting Committees. Article 148 directs that each of the committees shall carefully examine the workhouse or workhouses of the Union once in every week at least, inspect the last reports of the chaplain and medical officer, examine the stores, afford, so far as is practicable, to the inmates an opportunity of making complaints, and investigate any complaints that may be made to them. Where Boards of Guardians neglect to appoint a Visiting Committee for the purpose of visiting the workhouse of the Union, or when three months shall have elapsed during which the committee shall have neglected to visit such workhouse, the Local Government Board shall be required to appoint a Visitor, not being one of the Guardians, at a salary to be fixed by them, to be paid out of the general fund of the Union. Provided always that the appointment of any such paid visitor shall cease at the expiration of three calendar months next after the appointment of any visiting committee by the Guardians, subject nevertheless to his re-appointment in any case of repetition of such neglect of the Guardians or visiting committee as aforesaid (The Poor Law Board Act, 1847. Section 24). A General Order of the 26th of January, 1893, gives a wider power of visitation. Article 1 of that Order is in the following terms: Any Guardian of the Poor may at any time visit and examine any part of any workhouse of the Union or separate parish of which he is a Guardian. By Article 2 it is provided as follows: Any Board of Guardians may, if they think fit, from time to time, by resolution appoint one or more committee or committees, consisting of persons of the female sex, whether members of the Board of Guardians or not, whose duty it shall be to visit and examine the parts of the workhouse or workhouses of the Union or separate parish in which female paupers or pauper children are maintained, and to report to the Board of Guardians any matter which may appear to the committee to need attention. Provided that the proceedings, term of office and duties of any such committee shall be subject to such rules and regulations as the Board of Guardians may from time to time prescribe. Provided also that the appointment of such a committee shall not in any way affect the duty of the Board of Guardians to appoint one or more Visiting Committees as required by the Orders now in force, nor the powers and duties of any such Visiting Committee. By a General Order of the 26th of November, 1894, somewhat similar provision was made with regard to district schools. But rather larger functions were assigned to the lady members of the committees. Their duty was defined as being "to visit and examine the parts of the school or schools belonging to such Board of Management in which pauper children are maintained, and to report to the Board of Management any matter which may appear to the committee to need attention."

99. Have any facilities been provided for the visitation of paupers by their relatives ?—The Paupers' Conveyance (Expenses) Order, 1878, enables the Guardians of a Poor Law Union to pay the reasonable expenses incurred by them in conveying any persons chargeable to the Poor Law Union from the Union to a Poor Law institution, for the purpose of visiting the husband, wife, child or other relative of the person and in conveying the person back to the Poor Law Union. The institutions to which this Order applies comprise the following:—Separate infirmaries and separate schools, certain district schools schools certified under the Poor Law (Certified Schools) Act, 1862, schools for poor, deaf and dumb or blind children, though not so certified, Asylums provided under the Metropolitan Poor Act, 1867, idiot asylums within the meaning of Section 13 of the Poor Law Amendment Act, 1868, hospitals, institutions, or licensed houses registered under the Idiots Act, 1886, institutions for lunatics as defined by the Lunacy Act, 1890, hospitals or institutions for blind or deaf and dumb persons, houses or establishments as to which the Central Authority have issued rules under the Poor Relief Act, 1849.

100. In the case of the death of an uncertified person in a Poor Law establishment, I think some provision has been made for notification to the Coroner ?—By an Order of the 3rd November, 1900, provision was made for the notification to the Coroner of the death of every poor person of unsound mind in a workhouse or other Poor Law institution. The expression "lunatic" is used in the Order to denote an idiot or person of unsound mind and Article II provides that within forty-eight hours after the death of a lunatic in a Poor Law institution, notice of such death shall be sent by the Superintending Officer of such institution to the Coroner of the district in which the institution is situated, and such notice shall be accompanied by a statement signed by the Medical Officer or the Medical Superintendent or the medical man who attended the lunatic in his last illness, and containing the follow-

ing particulars. (1) The name, sex and age of the lunatic. (2) Whether married, single or widowed. (3) The apparent cause of death. (4) The time of and any unusual circumstances attending death; also a description of any injuries known to exist at the time of death or found subsequently on the body of the deceased. (5) The duration of the disease of which the lunatic died. (6) The names and descriptions of any persons present at the death. (7) Whether or not mechanical restraint was applied to the deceased within seven days previously to death, with its character and duration if so applied.

101. You want to refer now to some points in relation to apprenticeship?—Reference has already been made to the General Consolidated Order as being largely applicable to Poor Law institutions. A few provisions of this Order which apply to uncertified persons may here be noted. Under the heading of apprenticeship it will be found (See Article 42) that a premium other than clothing may be given on the binding of a person above the age of sixteen if he be maimed, deformed, or suffering from some permanent bodily infirmity such as may render him unfit for certain trades or sorts of work. When it is proposed to give a premium other than clothing upon the binding of any person above the age of sixteen years, the Guardians are to require a certificate in writing from some medical practitioner, certifying that the person is maimed, deformed or disabled, and the Guardians are to cause a copy of the certificate to be entered on their minutes before they proceed to execute the indenture, (Article 63.).

102. I think there are certain rules about classification in workhouses which you wish to mention?—As soon as a pauper is admitted to the workhouse he is to be placed in the receiving ward, and if he is then found by the medical officer to be labouring under any disease of body or mind the pauper is to be placed in the sick ward, or in such other ward as the medical officer directs. One of the most important points in the regulation of workhouses is classification. Both as regards men and women, infirmity, through age or any other cause, is recognised as the characteristic of a special class (Article 98). And the classification rules are subject to the following among other provisos, namely: Firstly, that the Guardians shall from time to time after consulting the Medical Officer make such arrangements as they may deem necessary with regard to persons labouring under any disease of body or mind. Secondly: the Guardians shall so far as circumstances will permit further subdivide any of the classes . . . with reference to the moral character or behaviour or the previous habits of the inmates or to such other grounds as may seem expedient (Article 99). No pauper of unsound mind who may be dangerous or who may have been reported as such by the Medical Officer or who may require habitual or frequent restraint shall be detained in the workhouse for any period exceeding fourteen days, and the Guardians shall cause the proper steps to be taken for the removal of every such pauper to some asylum or licensed house as soon as may be practicable (Article 101). Classification extends to dietary among other matters. Thus the workhouse regulation (Dietaries and Accounts) Order 1900, makes special provision with regard to the diet of feeble men and feeble women as well as for the diet of inmates of unsound mind (Article VII and Schedule A., Part 1).

103. What have you to say about the discharge of paupers from workhouses?—As regards the discharge of paupers from workhouses it is to be observed that certain powers of detention are conferred by the Pauper Inmates Discharge and Regulation Act, 1871, and the Poor Law Act, 1899. The Guardians may direct that any pauper inmate or the paupers of any class shall be detained in the workhouse after giving notice to quit for times not exceeding the limited periods hereinafter mentioned. If the pauper has not previously discharged himself from the workhouse within one month before giving the notice, twenty-four hours. If he has discharged himself once or oftener within the month, forty-eight hours. If he has discharged himself more than twice within two months before giving the notice, seventy-two hours. If he has in the opinion of the Guardians discharged himself frequently without sufficient reason, one hundred and sixty-eight hours. The Acts provide for exemptions of individuals, for earlier discharge where the circumstances require, and where a longer notice than seventy-two hours is required, the entry on the minutes of the direction and of the name of the pauper to whom it applies.

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104. Will you now give a summary of the chief provisions relating to the acquisition of lands for Poor Law establishments?—Lands or buildings may be sold by Corporations or persons under disability for use as or conversion into the workhouse, or for any purpose approved by the Local Government Board (5 and 6 William IV. c. 69, Section 1). These lands and buildings may include property of copyhold or customary tenure as well as lands in the charge of the Commissioners of Woods and Forests, or lands belonging to the Duchy of Lancaster or Duchy of Cornwall and lands attached to benefices (5 and 6 William IV, c. 69, Section 1, 7 William IV. and 1 Vict., c. 50, Section 1, and 20 and 21 Vict., c. 13, Section 1). Boards of Management acting for school districts have the like powers for their purposes. In London somewhat wider powers are given to Guardians and Managers of Asylum Districts. The power to provide land and buildings under the Metropolitan Poor Act, 1867 includes power to provide any land, or buildings which may, in the opinion of the Local Government Board, be required for the purposes of that Act. (60 and 61 Vict., c., 29, Section 2). The Metropolitan Poor Act, 1867 incorporates the Lands Clauses Acts of 1845 and 1860, and the expression "lands," as used in those Acts as well as in the Act of 1867, is defined as including any estate, term, easement, right or interest in, over, or affecting lands. The use of the Lands Clauses Acts for compulsory purchase is subject to certain conditions. These conditions are that so much of the Lands Clauses Acts can only be used:—(*a*) where lands are required for the purpose of enlarging a workhouse, hospital or school existing on the 29th of March, 1867, and (*b*) where there is a previous Order of the Local Government Board directing the purchase (Section 53). Before any such order is made the Guardians or Managers must have published once at least in each of four consecutive weeks in a Metropolitan daily morning newspaper an advertisement stating the object for which the lands are proposed to be taken, the quantity of lands required, and the place where a plan is open to inspection; and shall also have served notices on the owners, lessees and occupiers, stating the particulars and that the Guardians or Managers are willing to treat (Section 54). The Managers, however, also have full power, with the consent of the Local Government Board, to purchase such land adjacent to an asylum provided by them as is required for the purposes of any such asylum, and Sections 176 and 296-298 of the Public Health Act 1875, are accordingly made applicable (52 and 53 Vict., cap. 56, Section 5).

105. Now will you give us an account of the borrowing powers of the Poor Law Authorities?—The borrowing powers of Guardians and Managers of district schools and asylums are these: The Guardians of a Poor Law Union may borrow for anything the costs of which ought, in the opinion of the Local Government Board, to be spread over a term of years; but the total debt must not exceed one-fourth of the total annual rateable value of the Union, unless the Local Government Board extend the maximum, and the extension may enlarge the borrowing power to double the amount above authorised. These rules also apply to the Managers of any school district and to the Managers of any asylum district, but, in the case of a school district and any asylum district, other than the Metropolitan Asylum District, the rules will apply if one-sixteenth of the annual rateable value of the district is substituted for one-fourth of the annual rateable value of the Union (52 and 53 Vict., cap. 56, Section 2). In the case of the Metropolitan Asylum District the substitution is of one-tenth (60 and 61 Vict., cap. 29, Section 2). The consent of the Local Government Board is required for the exercise of these borrowing powers (52 and 53 Vict., cap 56, Section 2). But Guardians and Managers may borrow, without that consent, for the purpose of repaying any out-standing part of a loan. In that case the loan must be repaid within the same period as that originally sanctioned unless the Local Government Board consent to an enlargement of the term. In other respects a loan raised after the 6th August, 1897 must be repaid within such period not exceeding sixty years, as the Guardians or Managers, with the sanction of the Local Government Board, determine (60 and 61 Vict., cap. 29, Section 1).

106. I believe now that you would like to make some

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remarks to the Commission arising out of the Terms of Reference to us. In this connection I should like to ask you in the course of your answer whether you have anything to say with regard to any alleged defects in the law as it stands about this question ?—I think perhaps that might appear in what I have jotted down here. There are two principal classes of persons specified in the reference. In the first class are idiots and epileptics. In the second class are imbeciles, feeble-minded or defective persons not certified under the lunacy laws. The first class, by including epileptics, comprises persons who may be of sound mind as well as persons of unsound mind and as to the persons of unsound mind denoted by the term "idiots" it may be said that these include at least one kind of those grouped in the second class, namely "imbeciles." Further, the expression "defective persons" in the second class may, according to the interpretation of similar words in a statutory context, be held to comprise persons whose defects are physical and not mental. There is thus a mingling of sane and insane persons which rather suggests difficulties similar to those suggested by the Report (in 1899) of the Select Committee of the House of Commons on the Cottage Homes Bill. The Committee of 1899 recommended that all pauper imbeciles and epileptics should be provided for outside the workhouse. And they also made recommendations as to the plan which they favoured for this separate provision. But when the matter came to be further investigated, with the view of determining how far effect could be given to the recommendations of the Select Committee, the following among other special points came into prominence. (1.) The question of some definition of the particular imbeciles for whose separation provision should be made. As to this, it has been urged that the effect of withdrawing imbeciles who can be usefully employed in labour for the wants of particular workhouses needs careful consideration. Also it has been contended that persons imbecile through senile decay should not be classed with imbeciles who are congenital idiots. Further the case of congenital deaf mutes has been thought to require special attention. (2.) The question of the expediency of making exclusion from workhouses in all cases compulsory. On this point, it nas been urged that the removal of harmless persons of this type from their homes and friends will in many cases operate as a great hardship, and that even permissive arrangements for exclusion might be limited to crowded areas of population. (3.) The question of expense. It has, of course, been contended that the cost of separate establishments for imbeciles must considerably exceed the cost of maintenance of imbeciles now confined in workhouses. (4.) The question of misuse of the term "feeble-minded." On this point, representations were made to the Local Government Board by the Council and Executive Committee of the National Association for promoting the welfare of the Feeble-minded. According to the Board's circular of the 4th August, 1900, the Association stated that they desired to describe persons who were of weak intellect but were not certifiable as imbeciles or insane, and who could not therefore be detained in workhouses or elsewhere except at their own pleasure. The Association in fact objected to the practice to which the report of the Departmental Committee on Defective and Epileptic Children (1898) alludes, namely, the use of the expression "feeble-minded" to denote all classes of the mentally deficient including imbeciles. But it should be added that the points which in relation to the above matters have arisen for consideration by the Local Government Board originated in the Report of the Select Committee of 1899.

107. Not the Inter-departmental Committee ?—The troubles that suggest the criticism of the terms of the reference to the Commission are troubles originating in the consideration of the report of 1899.

108. I will now ask if any of the Commissioners would like to ask Mr. Adrian any question on his evidence.

109. (*Mr. Greene.*) Does Mr. Adrian deal with the case of non-pauper imbeciles ?

110. (*Chairman.*) He has dealt with the state of the law.

111. (*Mr. Greene.*) I thought when we adjourned at the middle of the day he was about to deal with that.

112. (*Chairman.*) There were only three questions on it.

113. (*Witness.*) Non-pauper imbeciles might conceivably come under the various headings I have chosen, but only very exceptionally.

114. (*Mr. Byrne.*) You told us about possible Combinations of Unions for various purposes and illustrated it by the Chorlton and Manchester Order, 1897, which started an institution to deal with imbeciles or insane persons and pauper epileptics. Did you desire to say that that is a proposal made under the powers of Combination by these two Unions, which is carried out with the approval of the Local Government Board ?—Yes.

115. The Local Government Board have no power to direct such Combinations, have they ?—Only on a representation, and with the consent of the Guardians concerned.

116. It is an approving power, not a directing power ?—A directing power, available only with consent.

117. So that even if you thought such institutions might with advantage be established all over the country, you could not order them to be established ?—No. Of course our experience is that in circumstances such as those to which Section 8 of the Poor Law Act, 1879, relates it is not much use ordering; if you cannot have the co-operation of the Guardians you may as well leave it alone.

118. On the contrary, when you were telling us about the Metropolitan Asylums Board you told us that the Local Government Board had power to direct all the institutions they started ?—That is so. The Board may direct the provision of asylums.

119. They do not make proposals to you, but if you thought that in any department they were failing to carry out what you thought was the proper course of action, you would simply direct them to do it ?—That is to say, the Board could direct the formation of an asylum district for specific classes of paupers.

120. In the only other instance, you gave us of combination of Unions, was it the West Riding one in which they proposed to deal with sane pauper epileptics and with uncertifiable pauper imbeciles who are incapable of earning their own living and suitable for institution life ? You mentioned that as a proposal ?—The combinations would not be of County Authorities. Combination only extends to Unions.

121. I mean when you were illustrating the combination of Unions, the first case you mentioned was Chorlton and Manchester. You did not say what district the second one was ?—One is in the Midlands, the other is in the Home Counties. They are somewhat similar to that of the Chorlton and Manchester.

122. I noticed particularly that you said one class who could go there would be non-certifiable pauper imbeciles who were incapable of properly earning their own living, and were suitable for life in such an institution ?—Yes.

123. That of course if it were a common institution in this country would cover a good deal of the ground this Commission is inquiring into ?—Yes, very much so. The combinations of these two instances, the one in the Midlands and the one in the Home Counties, are wider than the first—the Chorlton and Manchester combination.

124. Is that the first proposal of that nature that you have had before you under the Combination of Unions Acts ?—The larger one certainly, so far as I know. You must not take me as an authority on that subject. So far as I know I think it is.

125. Had the Local Government Board been aware for some years that there was a necessity or a desirability for such institutions ?—Yes. Of course you see since 1897 it must be taken that they had, because 1897 was the year in which they set up the combination of Chorlton and Manchester.

126. And the Local Government Board is aware, and must have been aware for years, that a number of these people were in existence in the ordinary workhouses and workhouse schools ?—Quite so.

127. What has been the attitude of the Local Government Board towards the keeping in workhouses and workhouse schools of people of this shaky mental condition, not certifiable but incapable of working for themselves ?

—When you say the Local Government Board you mean, no doubt, the Local Government Board and their predecessors. That involves rather a large survey. At first I suppose there was very little objection. The Poor Law Commissioners objected to the retention of idiots, but I do not know that they took exception to any other class, not the border line class, the feeble-minded or defective. They used to mention idiots in connection with the prohibition in Section 45 of the Poor Law Amendment Act, 1834.

128. What is the view of your modern inspectors as to the desirability of keeping these imbeciles in workhouses and workhouse schools?—That is outside my province. You will have to go to the inspectors.

129. You think it would be desirable we should have a report of the Administrative Poor Law side of the Local Government Board to ascertain that?—Yes.

130. It is a matter that we might properly ask them, is it not?—Yes.

131. The next point I noted to ask you is this:—Under the Order of the Local Government Board the Metropolitan Asylums Board have power to start schools for defective children?—They have power to receive them into their institutions. That has not, I think, been followed by any detailed regulation as to the training of them.

132. There would be no conflict, would there, between the powers of the London Education Authority and the Metropolitan Asylums Board in the matter of defective children?—Certainly not.

133. That new power is not intended to make them deal with any more children than the pauper children who still come before them. You told us there was a recent Order of the Local Government Board enabling the Metropolitan Asylums Board to open schools?—No; to take them into their institutions.

134. For epileptic children and feeble-minded children—that is the same power that the London Education Authority have?—Not quite the same. The Education Authority has power directed mainly to the training of children. This is only to their reception.

135. The next point is this:—When you were giving evidence as to the outdoor powers of Guardians you set out the different purposes for which the Guardians might subscribe among themselves to hospitals and any institutions for deaf, dumb, blind, and people suffering from any natural infirmity. I did not catch the Statutory quotation?—The Poor Law Act of 1879.

136. Does natural infirmity mean being crippled, or does it include mental infirmity?—We have taken it as including mental as well as physical.

137. Is that power used to any large extent in dealing with people of mental infirmity not certifiable?—Yes, I believe it is, but, of course, the powers of the Guardians, apart from this, are so very wide that the question of seeking a particular Statutory Authority hardly comes up in many cases.

138. But as far as the law goes, it would enable Guardians to contribute toward the retention of people of feeble intellect but not certifiable, in such institutions as, say, philanthropic labour colonies?—Yes. I do not want you to think the Guardians have not power without that.

139. No, but that, at any rate, they have. The next point is mentioned under Section 13 of the Act of 1868. Guardians might send idiotic persons to asylums and establishments maintained by counties or voluntary subscriptions?—Out of the county rate.

140. What are the institutions which can be maintained out of the county rate for such persons? Does that mean lunatic asylums?—The law is considerably changed from that time, but, if the enactment were applied to the existing state of things, I should think it would mean that if a County Council were to start an asylum for idiots, which they could do under the Lunacy Acts, the case could be brought within the enactment.

141. But as they have not done so it is simply inapplicable?—Have they not done so? I thought they had in one or two instances.

142. There are separate wards and blocks, I think?—I thought they had separate establishments.

143. At all events, they have no resource now except idiot asylums maintained by the county?—Or establishments maintained by public subscriptions, if the particular enactment in the Act of 1868 is alone considered.

144. The other point is a very trifling one. Could you without much trouble oblige us with a brief statement of the law relating to the disqualification for the different sorts of votes which is involved or is not involved by relief of various sorts. You gave us the Medical Relief Acts. Under the Blind Acts there is no disqualification. Under some others there is; under some there is not. It is rather hard to find out. Could you without much trouble give a little table, say?—I do not follow you quite. All relief except that which is excepted by the Medical Relief Disqualification Act does disqualify.

145. But there are Acts which say it is not relief to give relief to blind persons?—No, I do not think so. What is the Act that you refer to?

146. The Defective and Epileptic Children Act contains a provision, I think?—You refer, no doubt, to the provisions of Section 10 (1) of the Elementary Education (Blind and Deaf) Children Act, 1893, and of Section 8 (2) of the Elementary Education (Defective and Epileptic Children) Act, 1899. The payments there mentioned would not necessarily be allowances of relief.

147. Well, I will leave that point. That is all I wanted to ask?—I think my answer covered all the exceptions, appropriate to the cases of uncertified persons.

148. Every relief except the medical relief which you mentioned disqualifies?—Yes. Possibly what you had in mind is that there is a provision in the Poor Law Amendment Act, 1834, which says that relief given to a child shall pauperise the father, but there is an exception where the child is blind.

149. And defective, too?—Yes, blind, or deaf and dumb.

150. (*Mr. Chadwyck-Healey.*) You were going to give the Commission a reference to the Statute in which is contained the powers of the Local Government Board to direct. Would you kindly give us that reference?—The Metropolitan Poor Act, 1867. Section 6. "In order to the provision of asylums the Poor Law Board [now the Local Government Board] may from time to time by Order combine into districts, Unions, or parishes, or Unions and parishes in the Metropolis, as they think fit, and may from time to time alter any such district by addition, sub-division, separation of part or otherwise (and in this Act the term 'the district' means, in relation to each asylum, the district for which that asylum is for the time being provided."

151. Is that Report of 1899, the Cottage Homes Report, a Report of a Committee of the House of Commons?—Yes.

152. Then it will be found amongst the departmental papers?—Quite so.

153. (*Mr. Dickinson.*) There are one or two questions I should like to ask. You did not say anything about the powers of the Guardians with regard to boarding-out. Where do they get their powers under which they board out?—I did not mention those, because I thought it was hardly conceivable that any boarding-out question could, as a matter of general practice, arise as regards these particular classes of persons, the feeble-minded, the defective, and so on.

154. It might arise with regard to the boarding-out of lunatics. Perhaps you would not mind telling me where do they get the powers of boarding-out?—The Local Government Board get the power to control boarding-out by their regulations from Section 15 of the Poor Law Amendment Act, 1834; boarding-out, that is, of pauper children under the existing Orders. It is a very wide power which the Board have of making orders, rules and regulations with regard to relief. Of course the power would be wide enough to deal with the class of defective children, if one could conceive any arrangements that would be feasible, but at present I think that the practice under the Orders is limited to children in full possession of their faculties.

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155. It is a broad power which gives them power to spend the rates in any way for the maintenance of the children ?—Yes, certainly; the Local Government Board may make any rules, orders, or regulations, with regard to children in receipt of relief. There are now two Special Orders in force for the regulation of Outdoor Relief to children. There is an Order which provides for the relief of poor children in Unions. That is the case where children receive relief while with foster-parents in homes within the Union. The other case is the case where the children are sent to foster-parents of the non-pauper class with homes outside the Union.

156. Then under what powers is it that the Guardians pay for the maintenance of these feeble-minded persons in Homes at the present moment ?—By virtue of their powers of allowing out-door relief in all cases which are within the exceptions of those two Orders that I mentioned, and also within the terms of the 43rd of Elizabeth.

157. They come under out-door relief ?—Yes.

158. I believe there is no obligation upon these Homes to be certified at all, is there ?—No. They may be of both classes. They may be either certified schools or non-certified institutions.

159. The Guardians can really do anything they like in that respect. They are not bound to get the consent or the inspection of the Local Government Board, are they ?—They are bound in certain cases to get authority to spend the money. If they are sending a child to a certified school, they must receive permission to spend a certain sum per week upon the child.

160. But the Local Government Board does not go into the question as to how that is going to be spent ?—The Board would know what items it practically included.

161. There is another question I want to make clear. When you were dealing with the section of your evidence as regards the powers of the Guardians other than non-paupers you quoted one or two cases in connection with the prevention of cruelty to children in which the Guardians have power of dealing with persons outside the Poor Law. I suppose in this case there is no question of the recipient or the relations not being disqualified ?—No, they are clearly not. The most comprehensive of these cases of assistance to non-paupers is one in the Poor Law Amendment Act of 1848. There it is quite clear that the recipient of assistance is not pauperised That is the case of sudden emergency, the happening of sudden illness.

162. Is that laid down in the Act ?—No, but it follows from it, because it is not relief.

163. You know the Metropolitan Asylums Board have powers of providing for non-paupers in their fever hospitals. In what way have they those powers ?—They have that power by special Statutory provision. It is in Section 80 of the Public Health (London) Act, 1891.

164. It is a special provision which enables the Poor Law Authority to maintain non-paupers ?—That is so. It provides for the admission of a person suffering from fever, small-pox, or diphtheria. There is a provision which enables them to take in diphtheria, small-pox, and fever patients, and another provision which is to the effect that, when there was an outbreak of serious epidemic disease, such as cholera, patients might be received into infirmaries generally, and with the consent of the Local Government Board into asylums or workhouses.

165. And those persons are paid for by the Poor Rate ?—Yes, unless they recoup.

166. But they are not paupers ?—That is so.

167. On rather a similar question in the case of lunatics in asylums, the maintenance of those lunatics is provided for by the Guardians who in their turn collect what they can from the relations of the patients. Is not that so ?—Yes.

168. How does that arise from the legal point of view ? How is it that the Guardians can collect the money payments from the patients ?—That is entirely Statutory. That is a subject of, I might say, detailed provision in the Lunacy Act, 1890.

169 It is peculiar to the Lunacy Act ?—No. As regards recovering the costs of relief, there are under the general Poor Law powers of making the property of the pauper available for repayment of his relief; but such provisions as Sections 296, 299, and 300 of the Lunacy Act, 1890, are of course specially applicable to cases of lunacy.

170. Does a similar thing hold good with regard to imbeciles in the care of the Metropolitan Asylums Board. Can any sum be recovered from the relations in regard to them ?—Yes, the Guardians might proceed to put in force their powers under, for example, the Statute of Elizabeth. The Statute of Elizabeth provides that certain relations of a pauper may be made to pay for his maintenance.

171. I suppose if there is such a general law as that, if Guardians sent feeble-minded children to Homes they could under the same system collect payments from parents ?—From the parents, yes; they could do that; and a parent may be made liable to contribute under the Elementary Education (Blind and Deaf Children) Act, 1893, and the Elementary Education (Defective and Epileptic Children) Act, 1899.

172. I suppose you do not know whether they do at the present moment ?—No, that is rather outside my province.

173. What would you say defines a pauper ? Is it only the discretion of the Board of Guardians ?—I should say it is the receipt of relief—the actual receipt of relief.

174. It is really in the discretion of the individual Board is it not, as to whether relief should be given to a particular person ?—Yes.

175. They can give relief to particular persons who are not absolutely impoverished ?—That would not be relief.

176. How would you say a pauper was defined ?—Relief is defined by the 43rd of Elizabeth. You cannot go beyond that according to Lord Lindley's judgment in the Merthyr Tydfil case. The 43rd of Elizabeth sets out various classes who are entitled to that relief.

177. But still various Boards of Guardians take a very wide view of what a proper recipient for relief is. Is not it possible at the present moment for feeble-minded children to be relieved, whose parents are really not absolutely in want ?—You are thinking now, possibly, of the Elementary Education (Defective and Epileptic Children) Act. Provision could be made for them under that Act, although the parents are not actually in receipt of relief.

178. I was thinking, what is the present rule that really governs Guardians in regard to this question. In many cases they would send them to a Special school, would they not ?—Yes.

179. Although the parents are not by any means absolutely poor people ?—I should have thought generally they were destitute in this sense, that they could not possibly pay for the relief given to the child.

180. That is rather the view that some Guardians take, I think. If the relief that is given is of such an extensive kind that the parents cannot be expected to pay for it, they are fit subjects of relief. Sometimes that is the view taken ?—Very likely.

181. Would that, in your opinion, be a legal view ?—Take the case of an idiotic pauper—an idiot pauper sent to the Western Counties Idiot Asylum costs over £20 a year. It might not be within the power of a parent to pay the whole of that £20, although he might make certain contributions, but the Guardians undoubtedly would be within their power in sending the child to the asylum. They have a special enactment for that.

182. You have been treating all these persons as being not certified ?—Quite so.

183. You mean by that, not certified in the way in which a person is certified to go to a Lunatic Asylum ?—Exactly.

184. But they are certified ?—No.

185. The idiots and lunatics in the Metropolitan Asylums Board are all certified to be lunatics ?—Not the whole of them. Not the whole of the classes with which I have been dealing. Idiots may be subject to certain kinds of certificate—they would be subject to certificate if they were admitted to an Institution under the Idiots Act of 1886. I may be wrong, but I read the Reference to the Commission, as meaning by "certified," that the person

may be the subject of summary reception or a reception order under the Lunacy Acts.

186. That I take it to be. But nevertheless, these persons whom we have been dealing with have been made the subject of a certificate which has rendered them, civilly speaking, insane ?—They are qualified for admission in London to the asylums of the Metropolitan Asylums Board, that is as much as I should like to point out about that. Of course, in the ordinary Poor Law Administration in the provinces, many defective children and adults might be the subject of a certificate in the sense that they may have to be reported on by a Medical Officer of the Union, but that is not the sense in which the Reference to the Commission uses the word—" certified."

187. But it is a certificate by a Medical Officer and the chairman of the Board, is it not ?—That is in London.

188. Is that only in London ?—Only in London.

189. In the other parts they are not certified at all—in the ordinary workhouse ?—Not certified in the same sense, but if a Board of Guardians were proposing any special dealing with a defective pauper—defective either mentally or physically, they probably would ask for a report, and might call for a certificate, either from the Medical Officer of the workhouse or the District. In that sense, many of these people would be described as " certified," but that is not the sense of the Reference.

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190. (*Dr. Needham.*) Is not it a fact that imbeciles—paupers in a workhouse—are actually detained under a Lunacy certificate ?—Yes.

191. It is given by the Medical Officer of the workhouse, by another from outside, and is accompanied by the ord r of a Magistrate ?—The cases under Section 24 of the Lunacy Act, 1890, are those in which certificates are required from the Medical Officer of a workhouse.

192. (*Chairman.*) The Commissioners may want to ask you further questions at some later date.

SECOND DAY.

Monday, 21st November, 1904.

PRESENT:

The Most Honourable The Marquess of BATH (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
T. TREVOR WHITE, Esq. (*Secretary*).

HENRY FLETCHER POOLEY, Esq., called; and Examined.

193. (*Chairman.*) You are a barrister and Assistant-Secretary of the Board of Education ?—I am.

194. How long have you been connected with the Education Department ?—Since 1874. I was also a member of the Departmental Committee on Defective Children.

195. What is the date of that ?—It reported in 1898.

196. You have been good enough to prepare a statement as to the existing law as it affects the subject of inquiry by the Commission ?—Yes.

197. And also as it concerns the Board of Education ?—Yes.

198. Will you first tell us shortly the duty imposed on parents by the Elementary Education Acts ?—Under the Elementary Education Acts the duty is imposed on every parent of causing his child to receive efficient elementary instruction (Section 4 of the Elementary Education Act, 1876), and the general conditions of attendance at school are laid down by Bye-laws made by Local School Authorities and approved by the Board of Education.

199. Are these Bye-laws universal ?—They are now universal.

200. Will you tell us what are the conditions and the exemptions, if there are any ?—Parents of children are required to cause such children (unless there is some reasonable excuse) to attend school in accordance with the conditions prescribed in the Bye-laws made under Section 74 of the Education Act, 1870. That Section provides that the following (amongst others) shall be reasonable excuses:—(1) That the child is under efficient instruction in some other manner; (2) That the child has been prevented from attending school by sickness or any unavoidable excuse.

201. Can you inform us what Elementary schools exist aided by Parliamentary grants and when they were founded ?—Until the passing of the Elementary Education (Blind and Deaf Children) Act, 1893, the only Elementary schools aided by Parliamentary grants were the ordinary Public Elementary schools, either Voluntary schools, or Board schools, conducted in accordance with the Code of Regulations of the Education Department annually laid before Parliament and intended for normal children—neither the blind nor deaf nor feeble-minded nor defective.

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202. Did any such schools exist for those classes of children previously to 1893 ?—There were no Special State-aided or Rate-aided schools for such children. The Special schools could not be aided by grants from the Exchequer, and such schools could not be provided or maintained by School Boards out of rates unless they satisfied the regulations of the ordinary Code.

203. What happened to these classes of children ?—Children of this class unless they got admission into charitable institutions either remained outside the public Elementary schools, being unobserved by the attendance officer or excused attendance on the ground of sickness, or because their malady or defect was considered an unavoidable cause or a reasonable excuse for absence; or they attended the ordinary Elementary schools and picked up what instruction they could, side by side with the normal children.

204. What led to the passing of the Blind and Deaf Children Act, 1893 ?—In 1889 the Royal Commission on the Blind and Deaf made its Report and as the outcome of that the Blind and Deaf Children Act of 1893 was passed.

205. What were the main provisions of it ?—I think it would be convenient to summarize the provisions shortly, as it serves as a model for the subsequent Defective and Epileptic Children Act, 1899. The expression " blind " was defined to mean too blind to be able to read the ordinary school books used by children. The expression

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"deaf" was defined to mean too deaf to be taught in a class of hearing children in an Elementary school (Section 15). It was made a legal obligation on the parent of the blind or deaf child to cause his child to receive instruction suitable to it, and it was provided that the fact of a child being blind or deaf should not of itself, except in the case of a deaf child under seven years of age, be a reasonable excuse for not causing the child to attend school or for neglecting to provide efficient elementary instruction for it (Section 1). The Education Department was charged with the duty of certifying schools as suitable for providing education for blind or deaf children, and of making regulations for boarding-out blind or deaf children in homes near certified schools (Section 2—(1)). It was made the duty of every School Authority to obtain suitable education (including industrial training) for blind and deaf children either by establishing a certified school or by sending the children to some certified school and contributing to the necessary expenses (including clothing). This contribution might be limited to annual maintenance (including the travelling expenses and conveyance of the children) or might extend to the purchase and acquisition of the school. For the purpose of securing suitable education the School Authority was empowered to board out blind or deaf children in homes near the certified school (Section 2—(1)). The duty of the School Authority was not to extend to blind or deaf children who were (*a*) idiots or imbeciles, or (*b*) resident in a workhouse or in any institution to which they had been sent by a Board of Guardians from a workhouse, or (*c*) boarded out by Guardians (Sections 2—(2) and 13—(1)). The School Authorities were to be School Boards; or for areas not under School Boards, the District Council (urban or rural) acting through a committee appointed for educational purposes (Section 4).

206. Under the Act of 1902 that Authority has been changed, has it not?—Yes, now, of course, all areas are under the Local Authorities constituted under the Act of 1902.

207. Will you give us what the Authorities are now?—I might mention that there was a transitory provision, which is quite unimportant now, that until the District Councils were established the Authority was to be the Board of Guardians or the Borough Council or Urban Sanitary Authority appointing a school attendance committee. In reply to your question, by the operation of the Education Act of 1902 (Section 5) the School Authorities now are the Local Authorities for Part III. Elementary Education of that Act, that is the Councils of counties, county boroughs, municipal boroughs with a population exceeding 10,000 and Urban Districts with a population exceeding 20,000.

208. With regard to the Act of 1893, what powers were granted to School Authorities to provide schools?—The School Authority (whether a School Board or other School Authority) was empowered either under, alone, or in combination with other School Authorities, to provide certified schools (including boarding schools) and to raise loans for building or enlargement.

209. That was the Act of 1893?—Yes.

210. How was it enforced?—The Education Department was empowered in the case of any School Authority failing to perform its duty to declare that Authority in default or to order it to pay a fixed sum to a certified school towards the expenses of a particular child (Section 6).

211. Was there any restriction placed on the schools?—The Department was forbidden to certify any school conducted for private profit or, if a Voluntary school, not raising at least one-third of its annual expenses of maintenance out of voluntary contributions and sources other than local rates (including parents' payments) or Government grants (Section 7).

212. Was any provision made for certified schools with regard to religious instruction?—A certified school for blind or deaf children if and so far as it was not a public Elementary school was to comply with certain requirements as to religious instruction based on the provisions of the Industrial Schools Act, 1866 (Section 8).

213. What provisions were made for the payment of the expenses of a child at a certified school; and who selected the school?—The parent of a blind or deaf child was made liable to contribute towards the expenses of the child at a certified school (Section 9); and the parent of a blind or deaf child sent to a certified school was not thereby by reason of any payment made under the Act to be pauperised or placed under any disability (Section 10). There was a provision under Section 10 (2) that the parent could exercise a reasonable selection as regards a school for his child; that payments under the Act were not to be made on condition of the child attending any certified school other than such as might be reasonably selected by the parent nor refused because the child attended or did not attend any particular certified school.

214. Up to what age were blind and deaf children compelled to attend school?—A blind or deaf child was deemed to be a child up to the age of sixteen for the purposes of the Elementary Education Acts, and his compulsory education was extended to sixteen, and he was debarred from total or partial exemption under any Bye-laws up to that age.

215. What Section is that?—That is under Section 11.

216. Does your Department make any provision towards the maintenance of these schools?—Under the Act the Department was empowered to aid a certified school in respect of education given to blind or deaf children to such amount and on such conditions as might be directed by Minutes (Section 12). The Parliamentary grants allowed for certified blind or deaf schools are fixed by a Minute of the 2nd April, 1894. Each child is paid for at the rate of three guineas a year if it has received efficient elementary education other than manual instruction or industrial training, and in addition at the rate of two guineas for satisfactory manual instruction or industrial training.

217. Can you state the number of schools and institutions with their accommodation and the number of children attending them, both in the case of blind and deaf children?—By the last Returns of the Board of Education for the year ended 31st August, 1903, there are forty certified schools and institutions for blind children with accommodation for 1,739 children and 1,453 on the registers; and sixty schools and institutions for deaf children with accommodation for 3,579 children and 2,803 on the registers.

218. Will you be good enough to state how provision was made for the education of defective and epileptic children?—It was not until some years after the passing of the Blind and Deaf Children Act, 1893, that special provision was made by the Legislature on similar lines for the instruction of defective and epileptic children. The Elementary Education (Defective and Epileptic Children) Act, 1899, was the outcome of the Report of the Departmental Committee on Defective and Epileptic Children, which was appointed by the Lord President of the Council in December, 1896.

219. Can you favour us with the Terms of Reference to the Committee?—"To inquire into the existing systems for the education of feeble-minded and defective children not under the charge of guardians and not idiots or imbeciles, and to advise as to any changes, either with or without legislation, that may be desirable. To report particularly upon the best practical means for discriminating on the one hand between the educable and non-educable classes of feeble-minded and defective children; and on the other hand between these children who may properly be taught in ordinary elementary schools by ordinary methods and those who should be taught in special schools. To inquire and report as to the provision of suitable elementary education for epileptic children, and to advise as to any changes that may be desirable."

220. What were the circumstances which led up to the appointment of that Committee?—The Royal Commission on the Blind, the Deaf and Dumb, etc., which reported in 1889 made the following recommendation:—"That with regard to feeble-minded children they should be separated from ordinary scholars in public elementary schools in order that they may receive special instruction, and that the attention of school authorities be particularly directed towards this object." Special classes for such children were accordingly established at Leicester and in London; in the latter they steadily increased in number; other classes were established in Birmingham, Bradford, Brighton, Bristol and Nottingham, and one

at Plymouth. No special regulations were laid down by the Education Department for these classes, nor were special grants made; but the School Authorities were left free to devise such arrangements as seemed best. Grants were, for the most part, paid as if for infants, the school hours being shorter than those required by the Act for older scholars. The expense of conducting these classes was considerable, and in 1894 the London School Board made representations to the Department with a view to increased grants; after some correspondence the Board urged that legislation should be introduced to enable School Authorities to provide for defective children on the same lines as for blind and deaf children by the Elementary Education (Blind and Deaf Children) Act, 1893. A plea was also made by the London School Board for powers to make special provision for epileptic children, the special classes for defective children having been found to be unsuitable for children who, by reason of severe epileptic fits, are unable to attend ordinary schools.

221. I think there was a memorial?—Upon the introduction of the Elementary Education Bill, 1896, into Parliament (which was afterwards withdrawn) a memorial was addressed to the Education Department by persons interested in the subject of feeble-minded children urging that the Bill should be amended so as to enable County Authorities to make provision for the education of such children; and reference was therein made to the Report of the Poor Law Schools Committee, published in February, 1896, in which separate provision was recommended for the education of feeble-minded children in Poor Law schools. That Bill having been withdrawn, renewed representations were made by the London School Board and by other School Authorities in favour of special legislation for defective and epileptic children, and in December, 1896, the Committee was appointed.

222. I think you have given us already the date of the Report of the Committee?—Yes, January, 1898.

223. Were these recommendations carried into effect?—The chief recommendations of the Committee were carried into effect by the Elementary Education (Defective and Epileptic Children) Act, 1899, and that Act, together with the short amending Act of 1903 (Elementary Education Amendment Act, 1903) contains the special law relating to defective and epileptic children so far as concerns the administration of the Board of Education.

224. Were these Acts of 1893 and 1899 similar in their provisions, or did they differ?—They go on the same lines, and they do not differ much. The School Authorities are the same under both Acts, but the adoption of the Defective and Epileptic Children Act by any School Authority is permissive only, and not compulsory. That is an important distinction between the two; that is under Section 1 (1) of the Act.

225. How is it determinable if children are defective or epileptic?—Section 1, the marginal note is: "Power to school authority to determine what children are defective or epileptic." It provides that a School Authority adopting the Act may with the approval of the Education Department make arrangements for ascertaining (a) what children in their district, not being imbecile, and not being merely dull or backward, are defective; that is to say, what children by reason of mental or physical defect, are incapable of receiving proper benefit from the instruction in the ordinary public Elementary schools, but not incapable, by reason of such defect, of receiving benefit from instruction in such special classes of schools as are in this Act mentioned. That gives a definition of defective children, of course. Then Sub-section (b), what children in their district are epileptic children; that is to say, what children not being idiots or imbeciles, are unfit by reason of severe epilepsy to attend the ordinary public schools.

226. What provisions are made for the examination of the children under the Act of 1899?—Sub-sections (2) and (3) of Section 1 provide for the examination of children who are to be dealt with under the Act, and for the giving of a certificate of a duly qualified practitioner in a form prescribed by the Education Department. Sub-section (4) makes it the duty of the parent of any child who may be required by the School Authority to be examined to cause the child to attend such examination, and imposes a penalty of £5 on summary conviction for non-compliance.

227. I should like to ask you here this question. I am, of course, aware from one point of view what the penalty is as regards the Elementary Education Act, but this differs from the Elementary Education Act in its penalty?—This is a special penalty upon a parent of a child who will not comply with the requirement of the School Authority to get his child medically examined. *Henry F. Pooley, Esq.* 21 Nov. 1904.

228. Can you state the form of certificate in use?—The form prescribed by the Board for defective children is, "I, A. B., a duly qualified practitioner, approved by the Education Department, certify that Y. Z., not being imbecile and not being merely dull or backward, is by reason of (1) mental, or (2) physical, defect, incapable of receiving proper benefit from instruction in an ordinary public elementary school, but is not incapable by reason of such defect of receiving benefit from instruction in a certified special class or school." A note is printed on that certificate that the causes which render an epileptic child unfit to attend an ordinary school may be either that serious danger to itself or to other children, or that serious disturbance to the work of the school, would be caused by such attendance.

229. Is the legal obligation of the parent the same in the Acts of 1893 and 1899, and, if not, will you tell us the difference?—It is not exactly the same. The Act of 1899 being permissive, the obligation on the parent is expressed thus, under Section 4 (1) "The duty of a parent under Section 4 of the Elementary Education Act, 1876, to provide elementary instruction for his child shall, in the case of a defective or epileptic child over seven years of age in any place where a certified special class or school is within reach of the child's residence, include the duty to cause the child to attend such a class or school, and a parent shall not be excused from this duty by reason only that a guide or conveyance for the child is necessary." Under Section 4 (2) "In the case of an epileptic child whose age exceeds seven years, the school authority may, if they think fit, apply to a Court of Summary Jurisdiction for an order requiring the child to be sent to a certified school for epileptics, and if any parent fails to comply with the Order he shall be deemed to have failed to perform the duty prescribed by Section 4 of the Elementary Education Act, 1876, and may be proceeded against accordingly."

230. Does the Education Department certify such classes of school for defective and epileptic children, and is there any distinction in the treatment of defective and epileptic children?—The regulations for certifying I can put in.* Section 2 (1) and (21) provide for the certifying by the Education Department of classes for defective children in public Elementary schools as special classes, and for certifying schools for defective children and for epileptic children, and for the making of regulations for boarding out defective children. The boarding out of epileptic children is not authorised by the Act. That is the difference between the two cases.

231. When does the duty of providing for the education of defective and epileptic children arise?—The duty of the School Authority to provide for the education of defective and epileptic children does not arise until the Authority has ascertained (in accordance with Section 1 of the Act) that there are such children in their district. When the School Authority have ascertained this, they may provide for defective children by certified special classes in public Elementary schools or by boarding out or by establishing certified schools or sending the children to certified schools and contributing to the necessary expenses. Epileptic children can only be provided for in certified schools.

232. How is the power over expenses of the School Authorities determined?—The provisions are the same as those of Section 5 of the Blind and Deaf Children Act, 1893. They apply with the necessary modifications to School Authorities acting under the Defective and Epileptic Children Act (Section 6). Under Section 2 (5) of the Act the School Authority must make provision for the examination from time to time of children dealt with under the section in order to ascertain whether they have attained such a mental and physical condition as to be fit to attend ordinary public Elementary schools. Section 2 (6) of the Act provided that the Education Department should not certify any establishment after the commencement of this Act for boarding and lodging more than fifteen defective or epileptic children in one building or comprising more than four such buildings.

* See p. 24, at end of Mr. Pooley's Evidence.

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233. Can you tell us how this limitation has worked?—This provision put practical difficulties in the way of the recognition of Institutions, especially those for epileptic children. The result was that no Institution, or only one, proceeded to get certified under the Act. But the provision has been repealed by the Elementary Education Amendment Act, 1903, which provides that, notwithstanding anything contained in the Act of 1899, the Board of Education may from time to time make rules for certifying any establishment for boarding and lodging defective or epileptic children, although such establishment may be established for boarding and lodging more than fifteen defective or epileptic children in one building, or may comprise more than four such buildings. Regulations have accordingly been made by the Board of Education (Regulations of the 11th June, 1904), which allow this rule of the Act of 1899 to be relaxed. They came into operation on the 1st September last.

234. Will you now continue your statement as to power over expenses of the School Authority?—The School Authorities are empowered to provide guides or conveyances for children unable to attend school without them (Section 3). Under Section 23 (1) of the Education Act, 1902, School Authorities now have a general power to provide vehicles or to pay reasonable travelling expenses for children attending school or college. The provisions of Section 7 of the Blind and Deaf Children Act, 1899, as to the conditions and effect of the grant of certificates to schools, are to apply to schools for defective or epileptic children, except that no requirement need be made as to the proportion of the expenses to be defrayed in the case of a voluntary school out of private sources.

235. Does the parent of a defective or an epileptic child contribute towards the expenses of his education, and has he a voice in the selection of the school?—There is a provision that the parent of a defective or epileptic child is to be liable to contribute towards the expenses of the child, the same as in Section 9 of the Blind and Deaf Children Act, 1893, and there is the same provision that the payment under the Act is not to pauperise the parent nor to place him under any disability (Section 8 (2)), and there is the same provision as to reasonable selection by a parent of a school for his child (Section 8 (3)).

236. Can the Guardians send the children to these certified schools?—There is a power given to Guardians to contribute towards the expense of a certified school incurred in respect of scholars resident in a workhouse, or in an Institution to which they have been sent from a workhouse, or boarded-out by the Guardians. That is an express power given (Section 9).

237. Is there any limitation of the liability of the School Authority to receive these children?—Nothing in the Act is to be construed as imposing a duty on a School Authority to receive a child (*a*) resident in the district of another School Authority, or (*b*) resident in a workhouse, etc., unless the other Authority or the Guardians are willing to contribute an agreed sum (Section 10).

238. Up to what age are defective or epileptic children educated under the Act?—A defective or epileptic child is deemed to be a child up to the age of sixteen for the purposes of the Elementary Education Acts, and his compulsory education is extended to sixteen and he is debarred from total or partial exemption up to that age (Section 21).

239. Are there any provisions for religious instruction at these certified schools?—The provisions regulating religious instruction in certified schools are the same as those enacted in Section 8 of the Blind and Deaf Children Act, 1893, Section 12.

240. Does your Department give any grants in aid of these schools, and, if so, under what conditions?—The Board of Education is empowered to aid certified schools in respect of education given to defective or epileptic children to such amount and on such conditions as may be directed by Minutes, the same as in the case of blind and deaf children. The Parliamentary grants allowed for certified Defective or Epileptic schools are now fixed by the Regulations of the 11th July 1904, above referred to. They provide for grants to Defective day schools at the rate of 50s. each year for each unit of average attendance on account of instruction other than manual instruction, and at the rate of 30s. or 40s. (that is for younger or older children) for each unit of average attendance on account of manual instruction. In certified boarding schools for defective children the grants are 7s. each month or £4 4s. each year for each child. In certified schools for epileptic children, which must all be boarding schools, the grants are 7s. a month as in the Defective boarding schools.

241. Could you favour us with a short statement as to the numbers and need of certified schools and Institutions of which you have been speaking?—I propose to hand in the paragraph in the last Report of the Board of Education, pages 35 and 36, which might be interesting to the Commission.

242. What is the date of the Report?—The last Report is dated 1904. It is a Report up to August, 1903. On the 31st August, 1903, there were 106 certified day schools for defective children with an aggregate average attendance of 3,521. The numbers have since slightly increased. There are now four certified boarding schools for defective children, (1) at Sandlebridge, (2) at West Kirby in Cheshire, (3) a very small Home called the "Littleton" Home, in Surrey, and (4) a small Roman Catholic Home for girls at Hillingdon, Middlesex, and there is one certified boarding school for fifty-six epileptic children (Roman Catholic) at Much Hadham, in Hertfordshire. Other Institutions are applying—one at Lingfield. If the Commission desires statistics, there are very interesting statistics published by the London School Board, as to which probably the Commission would wish to hear evidence from some one representing the London School Board. The accounts furnished to the Board of Education show that practically the whole cost of maintenance in the certified day schools conducted by School Authorities for defective children is defrayed out of rates and grants. The average cost is about £10 a year, of which £6 comes out of rates and £4 out of Government grants. I have obtained the figures for 1901-02 and 1902-03. I have a little Table here:—

Cost of Certified Board Schools, now Council Schools.

Year.	Total Expenditure.	Amount received from Subscriptions, etc.	Net Expenditure from Grants and Rates.	Average Attendance of Children.	Net Expenditure per head of average attendance.
	£	£	£		£ s. d.
1901-2	30,068	456	29,612	2,973	9 19 2
1902-3	35,633	70	35,633	3,474	10 5 2

Government Grants in Board Schools.

Year.	Total Grants.	Average Attendance.	Grants per head.
	£		£ s. d.
1901-2	12,337	2,973	4 3 0
1902-3	14,467	3,474	4 3 3

No voluntary day schools have been certified. The certified boarding schools are so few in number and so exceptional in character that I could not give any useful estimate of the cost.

243. Can you tell us how many Authorities have adopted the Act of 1899, which I think you have told us is permissive only?—The Act of 1899 was put in force before the Education Act of 1902 came into operation, by the Authorities of thirty-one County Boroughs (including London) out of sixty-nine, by eight Non-County Boroughs and by four Urban Districts and also by the Authorities of four smaller areas, small School Boards or District Councils which are now merged in the jurisdiction of nine County Councils. Since the Education Act of 1902 came into operation, the Defective and Epileptic Children Act of 1899 has been adopted only, I believe, by one County, one County Borough, and five Non-County Boroughs and four Urban Districts. Of course, arrangements previously made by School Authorities for sending children to school continue in operation, but since the Act, what I have given represent the only Authorities who have expressly adopted the Act and declared their intention of putting it into operation. The fact is most of the County Authorities are waiting, seeing how things develop, and attending, in the first instance, to the ordinary children.

244. That concludes your statement as to the existing law, but I believe you have some other observations you would like to lay before the Commission. I will ask you to do so?—I should like to call attention to an interesting experiment (I think I may call it) which is being made by the London School Board, (at least, it was inaugurated by the late London School Board) that is a scheme for "Custodial Homes," as they call them, for mentally defective children to be certified jointly by the Board of Education and by the Secretary of State for the Home Department under the Industrial Schools Act. The scheme has been generally approved by both Departments. A draft was submitted to the Board of Education in November, 1902, and the intention is to provide for a comparatively small residuum of mentally defective children who require to be taken from their own homes if they are to receive proper benefit from instruction under the Act of 1899. The classes of children who are referred to are:—(1) Those who but for their defect would be committed to industrial or truant schools; (2) Those living in very bad homes; (3) Those whose regular attendance it is not possible to secure at day schools; (4) Moral defectives; (5) Some of the elder defective children. The proposal was to establish four homes, two for boys, with 45 in each, in three houses, and two for girls with 24 in each. In the homes for the worst cases the children would attend school on the premises, and in the other homes they would attend the neighbouring certified school. I do not know what the state of things is at the moment, but there was a proposal to open the first of these homes for 30 girls in three houses in Rastell Avenue, Streatham Hill, and to provide a certified school in Telferscot Road, close by, and another home for boys is projected in Acre Lane, Brixton.

245. I do not know whether you can answer this question with regard to No. 3, "those whose regular attendance it is not possible to secure at day schools"—can you tell us why it is not possible to get their attendance?—I think it would arise from various causes: from their living in very bad homes, or from their being rather seriously defective, so that it would be difficult to get them by conveyances and ambulances.

246. (*Mr. Hobhouse.*) It is a question of physical difficulty, is it?—I would rather that question were asked of some one representing the London School Board, because I have only given those headings roughly from the Report, and the details as to the particular cases in which it is found difficult would be much better given by those who are familiar with the actual facts.

247. (*Chairman.*) Do you wish to say anything about the Act of 1899? Have you any suggestion to make as to any means by which it can be rendered more useful?—I should like to mention that the power under the boarding-out regulations for the boarding out of defective children, has practically not been exercised at all. I believe three children are boarded out in Leeds. I understand it is not likely to be exercised because the general opinion is that it is not desirable to board out defective children, that you cannot find suitable homes for them—suitable foster parents. I should like to mention roughly some evidence as to the proportion of feeble-minded children to the whole population. The Departmental Committee estimated that about 1 per cent of the children of the Elementary school class were defectives. The London School Board have come to the conclusion that about 5 or 6 per thousand (or about 0·5 or 0·6 per cent.) is practically sufficient for the feeble-minded children, leaving out physically defective children and epileptics.

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248. Is that the Departmental Committee you have already referred to?—Yes.

249. In what form was the London School Board's Estimate, Report, or whatever it is, made?—That is to be found in their special Report. They have made very careful investigation and inquiries through their attendance officers and they have come to that conclusion, so that if there are 800,000 children of school age in the Metropolis (taking that roughly) there would probably be some 4 to 5,000 mentally defective children requiring special provision.

250. How many are there now on the rolls?—In 1903 there were about 3,000 children on the rolls.

251. Has this Act been a success where it has been put in force?—So far as we know in the Board of Education, I should say it has been a decided success; a very great success in London.

252. Can you suggest any names to us who can speak as to the success of the Act?—Would the Commission like me to suggest any names—to hand them in?

253. We shall be very glad if you will give in any names as witnesses?—I think that will be better. The name connected with the Board of Education that first occurs to me is that of Dr. Eichholz.

254. His name is already before us. With regard to the London School Board Report, could you give me the date?—The last Report that would be useful to the Committee, as far as I know, is the Annual Report of the Special Schools Sub-Committee, London School Board, for the year ended 20th March, 1903. I have obtained this from the London County Council. It is full of interesting information. I will hand it in to the Commission.

255. Have you anything to say as to the extension of the powers of the School Authorities? My own opinion is that undoubtedly it would be desirable that the Act should be made obligatory on all School Authorities, that is to say, that it should be the duty of all the School Authorities under the Act of 1902 to ascertain what children are defectives, and so on, within their district, and to provide for them.

256. And would you extend their powers to all defectives?—That is another matter. My opinion is, if I may suggest it to the Commission, that the powers of School Authorities under the Act might well be extended to all improvable imbeciles, that is to say, all who are improvable by care or training, and not certified under the existing Lunacy Laws.

257. Would you give us your reasons?—If I may I would read Paragraph 21 of the Report of the Departmental Committee of 1899, which is as follows: "School Authorities are to some extent affected by the absence of adequate provision for imbeciles. Until some legal provision has been made for an imbecile child, such child has not been legally ascertained to be imbecile; and the School Authority may well feel difficulty in refusing to attempt to provide for the child's training in school. When the child is found to be unfit for any form of teaching or training which the School Authority can give, the exclusion of the child as an imbecile is often rendered more difficult by the want of any suitable course which can be suggested to the parent, except that he should apply to the Guardians and become a pauper. Thus the absence of other suitable provision has sometimes led to the retention of imbecile children in the special classes, where they are out of place; just as the want of suitable provision for feeble-minded children has caused feeble-minded children to be certified as imbeciles."

258. I think that that is removed by the Act of 1899—you do not pauperise the parent?—Yes: that is the case. The passage I am quoting refers to the sort of irregular special classes which were established before the Act of 1899, and of course it was speaking of

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the old School Authorities before the Act of 1902. It goes on : " As it may be argued that no child is imbecile until he has been found by proper authority to be so, it becomes necessary to decide how far down the scale of mental deficiency the duties of School Authorities extend. If there were complete provision for imbecile children the principle might be laid down that all children not provided for as imbeciles come within the province of the School Authority. But under existing circumstances any such principle would at once throw upon School Authorities the duty of providing for a large number of uncertified imbeciles, for whom day classes are unsuitable,and for whom institutions would have to be found similar to those for certified imbeciles, where the care and training would differ very greatly from anything which is at present given in Public Elementary schools or understood as education within the meaning of Education Acts. Desirable as it may be that some provision should be made by public authority for imbecile children, yet we do not think that such work could properly be undertaken by School Authorities unless entrusted to them by legislation after careful inquiry. Whether such legislation would be advisable does not come within our terms of reference, as we are concerned only with children not imbecile ; but we desire to state clearly that, under present circumstances, it is impossible for School Authorities to act upon the principle that all children not provided for as imbecile come within the province of the School Authority. School Authorities must, therefore, lay down their own boundary of imbecility, beyond which they cannot, under present circumstances, undertake the education of children. The practical test of imbecility must, for school purposes, be incapacity to receive proper benefit from instruction in the special classes. Although there will be some feeble-minded children for whom we shall recommend that School Authorities may properly provide temporarily in Training Homes, with a view of better fitting them to earn their living, yet broadly, and for practical purposes, all children who are too deficient to receive proper benefit from the special day classes must be regarded as imbecile, that is to say, as lying outside the province of School Authorities as at present constituted." My suggestion is that having regard to the great change that has taken place in School Authorities ;—as now the School Authorities (instead of being the vast number of School Boards, many of them with a very small population, and these Urban District Councils and Rural District Councils) are the seventy-one County Authorities, and the Non-County Boroughs with a population of over 10,000, and the Urban District Councils, with a population of over 20,000, and the smaller Authorities might combine and be grouped together—the state of things has been very much changed, and I do not see why all improvable imbeciles should not be brought within the provision of the Act of 1899. I do not see why these improvable children should not be entrusted to the same Authorities as are now charged with the education of normal children. The attention and the care that could be given to them seem to me to stand on the footing of education, that is to say, it is all the education that can be given to children of this class ; and I would suggest that the care and training in institutions of those who are not fit to be sent to day classes, should be put into the hands of School Authorities and be looked upon as being in the nature of education—that it should be regarded in that light rather than in the light of relief, to be given to them by Guardians. My suggestion would be to place all children not actually certified under the Lunacy Laws under the School Authorities.

259. On the ground that they would not be subject to the taint of relief, or what is your ground ?—That would be one ground. I should put it partly on the ground of the great difficulty of distinguishing between a child who is so feeble-minded that it cannot be taught in a certified school, and the entirely imbecile child. I would go the whole length, and empower School Authorities to care for all imbecile children not actually certified under the Lunacy Acts. The care and training which should be given to them seems to me to come naturally under education, rather than under relief.

260. What other Authorities are there under whom you could place them ?—You mean if they were not brought under the School Authorities ?

261. Yes. That is rather a question, perhaps, not for the Board of Education. The other Authorities, I take it, are mainly the Guardians. Under the Education Acts they are dealt with as if there were only two Authorities for them, that is to say, the Education Authority and the Guardians. I am not in a position to advise as to how they come under the Lunacy Laws.

262. The Education Authorities now being the Councils ?—The Councils of Counties and County Boroughs and certain Municipal Boroughs, and Urban District Councils.

263. Have you anything to say about the epileptics ? Can you give us any estimate, and how you have arrived at that estimate ?—The estimate is that about 1 in 10,000 of the population represents the number of children suffering severe epilepsy. I cannot give any particular grounds upon which that was based, but that is the estimate which has been made and generally accepted.

264. (*Mr. Loch.*) Could you say how large the classes are or whether they have any limit with regard to the number in the class in dealing with the defective ?—Do you mean class in the sense of single classes of children ?

265. Yes, classes such as you would see in a Special school ?—The individual classes, not the whole class or school ?

266. No, the individual classes ?—Our rule is not more than twenty in a class.

267. What would be the number in a Special school altogether ?—What the Board of Education think a convenient number is a school of eighty, with four classes of twenty each.

268. Does that allow of classification ?—That allows of a certain amount of classification—sufficient, probably.

269. And the twenty is not too many ?—I would rather that the question of practical convenience were spoken to by one of our inspectors.

270. Has the trend of this legislation been to bring the defective classes away from the Poor Law and place them more directly than ever before under the Education Authorities ?—No doubt.

271. Is there any information in the hands of the Education Authorities as to what happens to the children on leaving ?—I have no doubt there is in the hands of the Education Authorities—the Local Authorities.

272. But no Report has been published by the Education Office on the subject ?—No.

273. Your proposal that the imbecile, if improvable, should be taken over by the Education Authorities would coincide with what indeed has happened in regard to the blind,deaf and dumb and other defective classes ; that is to say, it would still more bring children from the Poor Law on to the Education Authorities ?—That is so.

274. Has the question been raised of controlling them as students and children after the age of sixteen ?—I do not think it has been before the Board of Education at all, but I believe that in one or two instances the Local Authorities have aided the instruction of a few children over sixteen, under their powers to aid higher education.

275. Is that quite a straightforward and legitimate way of dealing with it ?—I think not.

276. Would you suggest any better way ?—I would suggest—but this is only my own individual opinion—that the School Authorities should not have to do with these classes of children over the age of sixteen.

277. Have you any suggestion to make as to what should happen at the age of sixteen if the School Authorities were not to extend their time of supervision ?—No. I do not think I am in a position to make any recommendation as to that.

278. Has any difficulty arisen as to the form of certificate used in the case of defective children ?—I do not think any difficulty has arisen. I do not know any difficulty as to the form of certificates. There has been some practical difficulty in the case of physical defectives, whether they ought to be regarded as coming under the Act or not.

279. What would your view be of that ?—My view is that physical defectives should not be brought under the Act unless their physical defect is connected with chronic illness or some mental defect.

280. Would it come to this, that you would be guided by the report of a medical officer ?—I would.

281. And practically that report would take the place in a manner of, or supplement, a certificate ?—Yes.

282. Has any estimate been made as to what the cost to the country would be if the whole class, including the improvable imbecile, were placed for education purposes in the hands of the Authorities up to the age of sixteen? —I am afraid we have made no estimate at the Board of Education. We have had so very little experience of institutions that it would be very difficult.

283. Therefore it is really rather, financially, a leap in the dark?—Yes.

284. Have you had anything to do with the asylums for idiots in connection with the education of children?—No. we have not.

285. How do they stand in regard to children that might be under the age of sixteen. I mean such as the Lancaster asylum for idiots and imbeciles?—We have no official acquaintance with the treatment of children in the asylums. I did not know what was the exact point you wanted to bring out.

286. I meant, there you would have probably certain children which on your suggestion would come under the Education Authorities?—No doubt.

287. It occurred to me that possibly you had already some relation with these asylums so as to be able to concert measures possibly with them if they, at the present moment, are an Authority dealing with the subject, in a measure?—I believe at present we are not in relation with them at all—we have no official relation.

288. Suppose your suggestion were carried out would you propose that some relation between the Education Authorities and these asylums should be established?—It would be necessary to work together, in harmony or in agreement with the asylums. My proposal was that the powers of the School Authorities should be extended to imbecile children not actually certified under the Lunacy Laws.

289. With regard to the present system of dealing with these children, in the case of the Education Authorities does not it come practically to this, that a considerable relief system of so-called maintenance is growing up?—I believe so.

290. Can you tell us to what extent that is growing up; are there any figures or do the figures that you gave (this £35,000) cover all expenses, maintenance included?—Those figures are practically all for day schools.

291. Therefore they would not include the boarding schools which you referred to?—No.

292. Is there a return showing what the cost of those boarding schools is?—We have no return. There are so few boarding schools; there are only four for defective and one for epileptic children. We have no returns that would be of any use.

293. Nor of the cost of establishing them?—No, I am afraid not.

294. Because if your proposal as to the improvable imbecile were carried out, that type of school would have to be largely increased, I understand?—It would.

295. Would it be possible to submit to the Commission evidence on the point as to the cost of providing and the cost of establishing and building such schools. It seems to me that it turns a little on the feasibility of your suggestion?—I will try to hand in something that might be useful to the Commission. *

296. These custodial homes which you refer to are brought in under the Industrial Schools Act?—Yes.

297. Does not that seem rather anomalous?—As I understand, they are intended for some of the licensed children from the industrial institutions—those out on licence.

298. But your proposal really covers a much wider field, so that the custodial institutions which you refer to would have to touch a very much larger section than would come under the Industrial Schools Act?—Yes.

299. Therefore this is only a temporary arrangement, so to speak, in view of what you suggest?—Exactly.

300. Have you any information as to the number of improvable imbeciles or defective children under sixteen that there are with the Guardians—under their care?—No, no estimate. Evidence could be given as to the number of children who are turned out of the certified schools for defective children because they are found to be imbecile. We have not got any official statistics in the Board of Education, but I have no doubt evidence could be given on that point by the London School Board and by inspectors.

301. What happens now to those children?—I am afraid what usually happens is that they are returned to their parents.

302. Then they are marked off from the point of view of education?—Yes.

303. It is not even known whether they go to an asylum?—We do not know in the Board of Education. That is one of the points that I am afraid I cannot give useful evidence upon.

304. An arrangement has been made with Chalfont St. Peter, with regard to epileptics, as between the London School Board and the National Association?—There has been a great deal of negotiation between the London School Board and the Chalfont Authorities, but nothing definite has been settled so far as I know. I think it is all in abeyance since the Act came into operation in London.

305. But that Act clears away a difficulty as to limitation?—That is the amending Act of 1903—exactly.

306. Do you think that the arrangement proposed at Chalfont St. Peter might be in any sense a guide in arranging with other Authorities as to epileptic children?—The arrangements proposed at Chalfont were, as far as I recollect, that there should be homes for epileptic children—twenty-four children in each home. Those homes could now be certified under the amending Act of 1903.

307. Would your suggestion for epileptic children be that under similar arrangements of the colony type in different parts of the country there should be similar aggregations of small homes?—Yes.

308. Have your inspectors reported at all in view of the possible extension of the education of epileptic children on those lines?—Our inspectors have been inquiring into proposals in various parts of the country, but nothing has been settled yet.

309. But the result of their investigations might come before the Commission?—Yes, no doubt.

310. (*Mr. Chadwyck-Healey.*) I should like to ask two questions. In your proposal that all imbecile children not certified should be taken over by the Education Authority, do I understand that it would be the duty of the Education Authority to search for (if I may use the expression) the imbecile children within its district?—Yes.

311. And be accountable for them, so to speak?—Yes.

312. Having found them, what is the extent of the responsibility of the Education Authority. Are they in your view to have power to detain and maintain the children until they are sixteen years of age. They are to be responsible, I take it, for the children until they are sixteen, in some way or another?—Yes.

313. Does that include detention and consequently maintenance of the children?—It would include maintenance, but it would be a new departure if it included detention.

314. Would you be in favour of giving them power to detain?—I think I should.

315. (*Dr. Needham.*) Is there any test, and, if so, what test exists, as to what constitutes a feeble-minded child; I mean, whether your Department has laid down any test, or whether any test is, so far as you know, laid down, or whether it is left to each individual Authority or medical man to decide in each individual case?—It is a practical test, and it is applied by the Local Authority. Every Local Authority has to appoint a medical officer, and every child, before it can be admitted into a certified school, has to be examined in the presence of the medical officer, and, if possible, in the presence of the school inspector and the teacher of the school that the child has attended, and it is left to the decision practically of this Committee to say whether a child is fit for admission into a certified school or not.

316. It is a question in each individual case?—Yes.

317. There is no general rule laid down?—No. There is, of course, the definition, which I read, in the Act.

318. Under what powers do the Board of Education and the Secretary of State retain children in the Custodial

* Mr. Pooley subsequently sent in a written Statement, which is printed in the Appendix Papers, p. 646a *post*.

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Homes up to the age of sixteen?—Under the Education Acts there is no power to detain, but under the Industrial Schools Acts I should like someone representing the Home Office or the Local Government Board to speak, because that is a matter for those Government Departments. There are powers, no doubt, to detain.

319. Powers under the Industrial Schools Act?—Yes.

320. No power under the Education Act?—No. All that you can do under the Education Act if a child is not in school, is to proceed under the Bye-laws against the parent or to get a magistrate's order for the attendance of the child at school, but there is no power of detention.

321. If children are kept there without power, or with power up to the age of sixteen, what at the age of sixteen happens to the children? Are they turned out?—The children in our certified schools are turned out and given to those who had charge of them before—they go to their parents.

322. Their education ceases at sixteen, and no further care is taken of them?—No.

323. Except by their natural guardians?—Yes.

324. (*Mrs. Pinsent.*) You told us, I think, that the average expenditure per head per child on the defective child was about £10. Could you give us any idea how much this is in excess of what is spent on an ordinary normal child in a Public Elementary school. You told us £6 out of the rates, and £4 Government grant?—The cost, speaking roughly, is about £3 in the ordinary Elementary Day School, and the Government grant, with the fee grant about 30s.

325. So the total cost would be about £4 10s., would not it?—No, the total cost is about £3 I think, with the ordinary child.

326. Both by the Government and the rates—that is the total cost?—Yes.

327. If the Epileptic and Defective Children Act were made compulsory without any further amendment, would parents be obliged to send their children to a boarding school, if asked to do so by their local Education Authority, or can they refuse to do so on the ground that there was a day Special school within reach of their homes?—I think they might refuse to do so, if there were a day Special school within reach.

328. Those children that you were speaking of as unfit to be admitted to the day school would still be left unprovided for?—They would if the parents insisted on keeping them at home or sending them to a day school.

329. In your experience, do you think that would occur very often?—I am not sure; I should have thought that there were a good many cases where the parents would be glad to have the child sent.

330. I think you told us the greatest reason for boarding schools was the bad homes of the children. I wanted to know whether it would not be in those bad homes that the difficulty in getting them to part with their children would occur?—I dare say in some cases, but I cannot help thinking parents would be glad to get rid of their children and get them taken care of in an Institution.

331. There would be no powers to oblige them to do so under the present Act even if it were made compulsory?—No.

332. Unless it were further amended?—Exactly.

333. (*Mr. Byrne.*) You told us that the Blind and Deaf Children Act was compulsory and the Defective and Epileptic Children Act was voluntary so far as the Local Authorities are concerned?—Yes.

334. I want to ask you to what extent the Blind and Deaf Children Act has, in practice, been found to meet the objects with which it was passed. Is the Board of Education satisfied that blind and deaf children are in all parts of England satisfactorily dealt with?—In some parts of England there is an insufficient number of Institutions within reach to which they can be sent. I think in the Eastern Counties there is a want of some Institutions to which children can be sent, and I think there is a prospect very soon of that being supplied, but, generally, the Board of Education have been satisfied with the steps taken.

335. In cases where no such provision is made, their action I suppose is limited to facilitating in every way the use of existing Institutions and encouraging the establishment of others?—Yes.

336. If there are no Institutions, have they got so far as compelling a Local Education Authority to provide Institutions?—No, we have not done that.

337. Have you gone as far as to make them provide special classes?—No, I do not think we have done that, only by urging and representing. We have not gone so far as to declare any Authority in default which we could do under the old Act.

338. Does any publication of the Education Department show the precise extent to which that Act, although compulsory, has defects still left?—I am afraid not.

339. On the whole, the Board of Education are satisfied?—Yes.

340. By the Defective and Epileptic Children Act, it is optional. Has the Education Department published all the returns which they have called for from Local Authorities?—No, we have not published them.

341. Have you called upon all Educational Authorities to state how many defective and epileptic children they have in their districts?—That was done once, soon after the passing of the Act for blind and deaf children, but it has not been done generally for defective or epileptic children.

342. Do you consider that the framework of that Act, with the exception of the point as regards detention which Mrs. Pinsent has mentioned, is sufficient to enable the Education Department to deal with the matter everywhere, namely, that you can call for returns, and you can certify or refuse to certify different methods of dealing with the defective children, namely, Special schools, special classes, and boarding-out arrangements. Is that sufficient?—I think the framework is fairly sufficient supposing the Act were made compulsory on all Authorities.

343. You would recommend the boarding-out arrangements should be continued in that Act although at the present moment they are practically not exercised?—I see no reason why they should not be continued, though I do not think they will be acted upon.

344. With regard to that Act, has the Board of Education sufficient powers to bring about the combination of Local Education Authorities for joint purposes; for instance, the establishment of a special boarding school would be more economical if it was on a fairly large scale, would it not?—Yes.

345. And there might not be sufficient defective children under one Authority. The Act does not specially enable you to compel Local Authorities to join?—It does not. We could only put on pressure. Then we should have to consider any proposal made by a local committee.

346. Do you find Local Authorities amenable to such suggestions, or do you find a difficulty?—I think it takes a good deal of time before they listen to suggestions—it requires a good deal of pressure. I think the existing Local Authorities under the Act of 1902 would be more willing to listen to suggestions and adopt them than the old Authorities.

347. Being more in the habit of acting in combination?—Yes, and being more important and more responsible.

348. On the whole, do you think special powers should be given to the Authorities, to the Board of Education, to compel Combination and to prescribe Combinations where necessary?—I think it would be a good thing to give power to ensure Authorities combining.

349. If necessary after a local inquiry?—Yes.

350. At any rate, after hearing all parties?—Yes.

351. With regard to the Custodial Homes, which are jointly certified by the Home Secretary and the Education Department at the present moment, do you think that, under the circumstances of the country generally, that system is capable of wide extension with advantage?—I think so, so far as I understand it.

352. And the classes of children that are sent there being even more exceptional and fewer in number than the defective and epileptic children, combination under those circumstances would even be more important, would it not?—It would.

353. As a matter of fact, it is only big bodies like the

London School Board and their successors who could start such a thing hopefully for their own district ?—Yes.

354. Would that strengthen your argument in favour of providing means for requiring or prescribing Combination ?—Yes, it would.

355. As regards the certificates which are now given in the case of defective children, you explained to Dr. Needham, as I understood, that this certificate practically works very well; the certificate that the child is not suitable for education in an ordinary school, but is capable of being dealt with properly in a Special school ?—Yes.

356. You left me under the impression (was I right in drawing the impression ?) that that is not so much a medical certificate as a practical certificate for the use of the Education Authority ?—It is so.

357. It does not attempt to lay down in medical terms the precise medical condition of the child, but merely to say he or she is not suitable for an ordinary school, but is suitable for a Special school ?—That is the gist of it.

358. Have you had much difficulty with Local Authorities in connection with those certificates ? Do some of them find difficulty in getting children certified, or do some of them find too many children are certified ? Does it work evenly over the country where the Act is employed ?—I think it works fairly evenly, but I do think there is a good deal of difficulty in particular schools in particular districts as to the class of children that actually find admission into the schools. In some cases they like to get the children that they think will do credit to the schools, and they leave imbeciles out in the cold. In other cases they think more of the good of the children, taking in all who are not absolutely excluded.

359. Would you say it went so far that in some defective schools there are children that are not much worse than dull or backward ?—I am afraid it is so in some.

360. On the other hand, there are some who under different authorities would be treated as distinctly imbecile, or might even be certified as such under the Act ? —It is so. As a matter of fact our Inspector, who is charged with the administration of the Act, that is Dr. Eichholz, visits from time to time all the certified schools and exercises a sort of controlling power if he sees such and such children ought not to be admitted, and his advice very often is effective. It makes them more careful another time.

361. That will gradually bring about greater consistency ?—Yes.

362. With regard to your suggestion that you would not only make the Defective Children Act compulsory, but would like to see it extended to improvable imbeciles, no doubt you are aware "improvable imbecile" includes a large number of children. There are a number of children who are improvable in institutions, and yet not improvable in the sense that you could possibly improve them sufficiently to enable them to look after themselves as adults. To which class of children would you extend it ?—I would extend it to all children who could be improved by care and training. I would extend it to those children who could not be improved to such an extent that they would be able to maintain themselves.

363. To what we might call "Institution children" of every sort ?—Yes.

364. And you would give it to the Education Authority to deal with such children ?—Yes.

365. That Education Authority is now also the Asylum Authority, is it not ?—In the case of County Councils.

366. And Borough Councils ?—Yes.

367. That was part of your argument, was it not, that you see no reason why the Authority which deals with the healthy children, and the absolutely lunatic children, should not also deal with the intermediate ones, the improvable imbeciles ?—Yes.

368. At the present time improvable imbeciles, including various other classes of imbeciles, are looked after by the Guardians, and by the Metropolitan Asylums Board in England ?—Yes, I think so.

369. Would your suggestion be that with proper arrangements the schools run by Guardians and Asylums Boards for these children should be handed over to the Education Committee ?—Yes, ultimately.

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370. You would have only one Authority to deal with these improvable children ?—That is so. I agree to that.

371. You agree, in fact, with those people who say that defective and imbecile children should not be looked after by a Poor Law Authority, but, at any rate up to the age of sixteen, by an Education Authority ?—That is what it comes to, that is the result of it.

372. (*Mr. Hobhouse.*) I want to ask you one or two questions only. I understand special educational classes have been established from time to time to promote the improvement and recovery of defective children of all types ?—Exactly, special classes for their instruction.

373. Have you any statistics in your office which would show the proportion of such children which either improve notably or recover entirely ?—I am afraid we have not in my office. I have no doubt you could get valuable statistics from the London School Board, or some other Authorities.

374. It is clear that you are working for a system by which you extend the operation of these classes for the purpose of improving these children, but you have not, I gather from your answer, anything to show what success has followed on your efforts ?—No, the children are not tested when they go out. We have not in our office any statistics to show what proportion of them have improved, we will say, to such an extent as to be able to earn their own living.

375. May I ask you on what ground or what reason of policy have you been extending your efforts in this direction ?—Well, the general ground has been that the Board of Education have thought that the benefits of education should be extended to all children who are capable of profiting by education, and that some education should be found suitable for these defective children.

376. Is not it possible for them to collect information as to the result of their efforts ?—It would be possible for the Board of Education to get returns from the managers of schools, no doubt, with a view of throwing light upon that.

377. Do you think that would be a good thing to do ?—I think in this particular case you would find that it has already been done to some extent by the London School Board who have by far the largest number of these certified schools under them.

378. They only control a population of something like 5,000,000. There are 35,000,000 in the country ?—The Act has not been put in force in the greater part of the country districts outside the metropolis, so that the London School Board has dealt with by far the larger portion of the children that have come under the Act.

379. You said, in answer to a question, that you thought the new Education Authority should be the people to detain and maintain the feeble-minded children up to the age of sixteen or over the age of sixteen ?—I should say up to the age of sixteen.

380. That would mean the County Councils and the other various Education Authorities ?—Yes.

381. Would that entail any overlapping of charge by the various Government Departments ?—No, I do not think it would.

382. I mean there are three Departments engaged in looking after these feeble-minded persons, the Home Secretary, the Local Government Board, and the Education Department. You advocate that up to the age of sixteen the Education Department should take complete charge of them in every particular ?—Yes; of the improvable children.

383. You would not advocate their having anything to do with children who were quite hopeless—they would still be left to the Local Government Board ?—I would not advocate their coming under the Board of Education.

384. But that every child improvable should come under the charge of the Education Department ?—Yes.

385. (*Mr. Greene.*) You have referred to and read to us from a Report of the Departmental Committee of January, 1898. Has the evidence taken been printed and is it available ?—Yes, it can be procured; it is a Blue-book.

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386. Published in the year 1898?—Yes.

387. Have the Education Authorities any information accessible to them as a rule with reference to the children of those people who are in too good a condition of life to care to send their children to Elementary schools. Do they know how many there are and what their conditions are?—You mean generally?

388. Generally?—When the Education Authority sets to work to provide schools for its district it always makes some sort of inquiry.

389. At the houses of people of position and means?—As to what proportion of children or proportion of people belonging to classes who do not send their children to Elementary schools.

390. Do they inquire as to whether there are any mentally defective?—I should say they do not, generally.

391. You would recommend that all children not certified under the Lunacy Acts should be dealt with by the Education Authority. Do you intend that to apply to the case of opulent and well-to-do people?—I see no objection to the Local Authority, if they desire, making inquiries as to that class of children, and dealing with them, provided that they can get full payment of any expenses.

392. I had not noticed you said anything about payment before. Do you mean that the education arrangements that were to be provided by the Education Authority should be gratuitous in the cases you have hitherto spoken of?—No. I did refer to the Section of the Act which enables payment to be recovered from the parent.

393. With reference to the case of rich people who could afford entirely to maintain their children, or well-to-do people who could afford to maintain their children, do you suggest that the Education Authorities should take possession of them or deal with them in any way?—I should suggest that the Education Authority should have power to deal with them if they are not properly provided for by their parents.

394. Are they to have inquisitorial power to see whether a defective child is or is not properly treated?—I would suggest that they should have the same power that the Education Authorities have now to decide whether a child is receiving efficient instruction or not. Practically there is not much to fear, because they do not make inquiries with regard to the children of well-to-do parents who are presumably receiving a good education. But I see no harm in their having the same power that they have under the existing law with regard to the ordinary education of children.

395. Do you suggest that the Education Authority, the County Council for instance, should have an establishment set up to which the children of the middle classes, people who can pay at all events for their children, could send their children to be educated?—I think the people that can pay would not send their children to the Education Authority's school any more than they do to the present Board Schools. I do not think there is much fear of their doing so.

396. In the one case there might be maintenance and dwelling within a school, and it would not be known publicly, whereas the attendance of a child at a Board School is known publicly; it is a matter of notoriety; neighbours know about it. They might in one case possibly be willing to send a child, if they were not compelled to contribute to a school set up by a Local Authority simply because they could do it privately. Would you suggest that these Local Authorities are to set up such schools?—I do not suggest that they should be encouraged to set up schools especially intended for the children of well-to-do parents, but that they should provide a sufficient supply of schools for all the defective children who wanted them, and that if the parent insisted on sending his child to these schools he should be made to pay.

397. Make full payment?—Full payment.

398. Have you any reason to believe that the number of imbecile children is as great in the classes of well-to-do as it is in the pauper or poorer classes?—I am afraid I could not speak to that.

399. (*Mr. Dickinson.*) Do I understand that the Education Authorities have now absolute power of compelling a parent to send his child to one of these boarding-schools?—I read the Section in the Act which bears upon that—Section 4 and 8 (3) of the Act.

400. I was not here. If you have already given evidence upon it, I will not trouble you about it?—I think the answer to your question is: No, they have not absolute power.

401. Although they have absolute power to make a parent send his child to some school, they have not absolute power to make him send it to a particular boarding-school?—No, that is in places where the Act is in operation. The Authority have power under their Bye-laws to proceed against the parent who does not send his child to school provided there is a school within reach of the place; and the parent's selection must be reasonable. The Board of Education consider that if there is a day school within reach it would not be reasonable for the parent to say "My child must go to a boarding-school."

402. Supposing the parent objected to sending a child to the boarding-school but was willing it should go to an ordinary day school you cannot compel him to send it to a boarding-school?—No, we could not.

403. (*Chairman.*) I suppose your idea as to the Education Authority having the charge of these children resolves itself into the County Council having that control, or would you put it definitely into the hands of their education committees?—I think it would be simpler to put it into the hands of the existing Education Authorities—not limited to the County Councils.

404. I mean the Councils and Corporations?—Yes, exactly.

405. Would you leave it in their hands practically?—I would.

406. (*Mr. Byrne.*) When you said you thought the control of all defective children should come under the Education Department, I presume you did not mean to suggest such children as are in reformatories and industrial schools, but who answer to that description, should be removed from their present Authority?—No, I did not.

407. (*Chairman.*) Thank you very much; especially for the very clear evidence which you have given us.

The following Documents were handed in by Mr. Pooley and those that it was considered necessary to reprint will be found in the Appendix Volume on the pages shown below:—

Elementary Education (Defective and Epileptic Children) Act, 1899 (62 & 63 Vict. c. 32).

Elementary Education Amendment Act, 1903. (3 Edw. 7 c. 13).

Regulations of the Board of Education providing for grants on account of the Education of Defective and Epileptic Children, etc., dated July 11th, 1904. (*Vide* Appendix Vol. V., p. 202).

Statutory Rules and Orders, 1900, No. 138, Education Department. (*Vide* Appendix Vol. V., p. 206).

The Board of Education. *List of Special Schools or Classes for Defective Children certified by the Board of Education under Section 2 of the Elementary Education (Defective and Epileptic Children) Act, 1899. (Noted up to November, 1904). (*Vide* Appendix Vol. V., p. 188).

Report of the Board of Education for 1903-1904.

Annual report of the Special Schools Sub-committee for the year ended March 20th, 1903. School Board for London.

Model Form for Medical Report upon Defective Child. Elementary Education (Defective and Epileptic Children) Act, 1899. (*Vide* Appendix Papers, p. 685 *post*).

Model Form for Particulars of Character, Capacity, and Attainments of Child proposed for Admission to Special School or Class. Elementary Education (Defective and Epileptic Children) Act, 1899. (*Vide* Appendix Papers, p. 686 *post*).

Model Form for Particulars of Family History of Child admitted to Special School or Class. Elementary Education (Defective and Epileptic Children) Act, 1899. (*Vide* Appendix Papers, p. 687 *post*).

Form of Medical Certificate as to Defect of Child attending a Certified School. Elementary Education (Defective and Epileptic Children) Act 1899. Section (3). (*Vide* Appendix Papers, p. 688 *post*).

* This list was subsequently corrected up to February, 1907, and it now appears in that form in the Appendix Vol. V.

THIRD DAY

Monday, 28th November, 1904.

PRESENT.

The Most Honourable The Marquess of BATH (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
T. TREVOR WHITF, Esq. (*Secretary*).

ROBERT WELSH BRANTHWAITE, Esq., M.D., called; and Examined.

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408. (*Chairman.*) You are, I believe, the Home Office Inspector under the Inebriates Acts?—Yes.

409. Will you tell us how long you have held that office?—For nearly six years.

410. I should also like to know how long you have been associated with the work of inebriate reform?—For over twenty years.

411. Will you tell us what Acts of Parliament are in force authorizing the detention and the control of inebriates?—The most important are the Habitual Drunkards Act of 1879 and the Inebriates Act of 1898, as amended by the two short Acts of 1888 and 1900. The Cruelty to Children Act of 1894, and the Licensing Act of 1902, also contain sections affecting the detention of inebriates.

412. You alluded to the Habitual Drunkards Act and the Inebriates Act. Are these terms interchangeable?—Yes, the Inebriates Act of 1898 applies to persons who are described as "habitual drunkards" in the Act of 1879. The later Act incorporates the former and directs that the two shall be read as one.

413. Can you give us the legal definition of inebriate?—An inebriate is "a person who, not being amenable to any jurisdiction in lunacy, is notwithstanding, by reason of habitual intemperate drinking of intoxicating liquor at times dangerous to himself or herself or to others, or is incapable of managing himself or herself and his or her affairs."

414. Is that definition satisfactory?—Yes. It answers its purpose very well so far as alcoholic inebriates are concerned; but I think it might, very advantageously, be extended to embrace persons who bring themselves into the condition of inebriates by the habitual abuse of other drugs. Some colonial and foreign Parliaments in adopting our definition have extended it in this manner.

415. I think the Act of 1879 was the first to become law. For what class does it provide?—The Habitual Drunkards Bill, as originally drawn and presented to Parliament consisted of two Parts; the first "*voluntary*"—governing the procedure to be followed on the voluntary application of an inebriate for detention and treatment, and the second "*compulsory*" suggesting compulsory power of committal, under suitable safeguards, over inebriates who refused to apply voluntarily. During its passage through Parliament the Bill was shorn entirely of its second Part, and when it entered the Statute Book consisted of the voluntary division only. The Act as finally passed, and as at present in force, only authorises the detention of inebriates who make voluntary application for control and treatment. It is *permissive* throughout, no obligation is placed upon any person to establish institutions under the Act, and no legal pressure can be brought to bear upon any inebriate to enter such an institution when established.

416. What institutions are authorised by this Act, by whom are they established, licensed, and subsequently supervised?—The Act authorises the establishment of an institution known as a "Retreat" and defines it as "a house licensed by the licensing authority for the reception, control, care and curative treatment of habitual drunkards." A Retreat may be established by any person, or body of persons who may be considered capable of conducting such an undertaking, provided that the buildings to be used for the purpose are also of suitable character. The Act (as subsequently amended) makes the Local Authority the Licensing Authority, therefore any person desirous of conducting a Retreat must make application for licence to the County or Borough Council in whose jurisdiction the Retreat happens to be situated. All particulars concerning a proposed Retreat must be submitted to the Secretary of State before application is made to the Local Authority for a license. After the Retreat is properly licensed by a Local Authority it is subject to inspection by any person appointed by the Secretary of State for that purpose. Certain rules and regulations have also been made by the Secretary of State for the proper conduct of these Retreats.

417. Have these arrangements proved satisfactory?—No, I hardly think so; it seems to be a case of dual control throughout. It seems undesirable to me that the licensing of an institution and its subsequent control should be in different hands, and it seems unnecessary that an application for a licence to a Local Authority should be required after the proposed licensee, the proposed premises, and the proposed regulations have been approved by the Secretary of State. Especially is this so considering the fact that all subsequent supervision of the Retreat is vested in the Secretary of State. I am of opinion that one Authority should have full power of licensing and of subsequent control, and that the Secretary of State should be that Authority.

418. Can a Retreat be conducted without a licence?—Yes; there are many institutions of a private nature doing the work of Retreats but not licensed under the Act. Some are well conducted; others are insanitary, overcrowded, situated in unsuitable neighbourhoods and are without proper facilities for exercise and employment of inmates. Under the present law these cannot be interfered with. I think that existing provisions for the licensing of Retreats should be supplemented by powers compelling all persons to be licensed who conduct places for the detention of more than one or two inebriates.

419. How can an inebriate obtain admission to a Retreat and for how long can he be detained?—Any person desirous of admission to a Retreat must go before a Justice of the Peace and sign, in his presence, a "Request for reception" which must be addressed to the licensee of the Retreat into which he desires admission. The wording of this request is: "I hereby request you to receive me in your Retreat at (so and so) in accordance with the above mentioned Acts, and I undertake to remain therein for (some definite period mentioned) at least, unless sooner duly discharged, and to conform to the regulations for the time being in force in the Retreat." It is the duty of the Justice to attest the signature of the applicant, to satisfy himself that the person signing is one to whom the Acts apply, and also to satisfy himself that the applicant

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knows what he is doing at the time of signing. Two relatives or friends of the applicant must also make a Statutory Declaration to the effect that the applicant for admission is an inebriate within the meaning of the Acts. The intending patient, accompanied by these two completed documents must then voluntarily enter the Retreat premises. When any person has been admitted to a Retreat in the above manner he may be detained therein until the expiration of the period for which he signed, providing this period does not exceed two years. Should he escape at any time during the period of legal detention a warrant may be issued for his apprehension and readmission to the Retreat. During detention an inmate has right of appeal to the Secretary of State concerning any grievances he may have against the Retreat or its management.

420. There is no further provision under this Act for the presence of any further independent person ?—No.

421. As I understand your answer, the applicant appears himself before a Magistrate or a Justice accompanied by two relatives or friends to certify that he is an inebriate within the meaning of the Act ?—Yes. As a matter of fact the certificate by two friends need not be done at the same time.

422. It does not provide for any medical evidence or medical attendance ?—No there is none necessary at all.

423. Who pays for him during his detention ?—The patient either pays for himself or is paid for by his friends.

424. If he is destitute, therefore, he cannot obtain admission to any institution ?—That is so. Some philanthropic bodies of recent years have placed treatment to a limited extent within the reach of persons of restricted means, but it is quite obvious that the large majority of habitual inebriates—impoverished by their habits—are hopelessly blocked from admission to any institution on account of their inability to make even the smallest weekly payment.

425. What provisions exist for the discharge of an inmate before the expiry of the period for which he signs ?—He may be discharged under Section 12 of the Act by order of a Justice on the request of the licensee of the Retreat or he may be discharged under Section 15 of the Act by order of the Secretary of State, or under Section 18, by order of a Judge in Chambers.

426. Has any reason to be given for the request to discharge ?—Yes, both the Secretary of State and the Judge in Chambers require evidence that such discharge is necessary.

427. What use has been made of this Act?—About twenty Retreats are now in regular working order, and about 500 persons annually submit to detention therein. This number of persons is of course ridiculously small, and it would be futile to attempt to prove that the Act of 1879 is anything but incapable of dealing with more than a case here and there, out of the many who would be benefited by detention.

428. Can you account at all for its limited use ?—The most important reason has undoubtedly been the necessity for obtaining the consent of the inebriate before control can be applied. The restriction to voluntary submission has undoubtedly been the main factor in preventing the development of work under this Act. Many habitual inebriates are as incapable of estimating the gravity of their condition as are persons legally insane. Very few are willing to acknowledge themselves to be inebriates at all, fewer still agree that their habits are sufficiently serious to render remedial measures necessary, and a still less number are willing to seclude themselves from all opportunity of obtaining liquor. The Act is therefore incapable of application to the large majority of inebriates, because the large majority refuse to give their consent to detention. I have already mentioned the other important deterrent influence, viz. :—the absence of provision for destitute cases. Alcoholism and poverty are closely associated as cause and effect; so long as no provision exists for destitute cases it is not surprising that the number of persons submitting to treatment is limited.

429. You mentioned some other Acts containing powers of detention in Retreats. Perhaps it would be as well that we should clear these away before passing to the Inebriates Act of 1898. I should like to ask you about Section 11 of the Prevention of Cruelty to Children Act ?—This Section gives power to the Court to order detention in a Retreat for a period not exceeding twelve months, in lieu of sentencing to imprisonment, when any person is found to be an inebriate and has been convicted of cruelty to a child. This power may be exercised under certain conditions :—If the convicted person consents to the order being made, if the wife or husband of the convicted person, when present in Court, does not raise any serious objection; and if the Court is satisfied that provision will be made for defraying the expenses of such person during detention in a Retreat. This Section has been practically unused owing to its restricting conditions. It has been in force for ten years, and only one person has been detained under its provisions; firstly, because few persons have been found to consent; secondly, because when the consent of the convicted person has been obtained, the husband or wife present in Court has objected; and thirdly, when both these conditions have been satisfactary the payment difficulty has proved insurmountable.

430. (*Mr. Greene.*) You have referred to the Act of 1894, the Prevention of Cruelty to Children Act. May I remind you that that has been repealed and replaced by a Statute of last Session. Although a similar clause to that is probably in the present Act, that particular Statute you have referred to is, you will find, repealed ?—I did not know that.

431. (*Mr. Byrne.*) That clause is re-enacted exactly the same.

432. (*Chairman.*) Does not the Licensing Act of 1902 also contain some powers referring to detention in Retreats? —Yes, Section 5 of that Act provides for the granting of a separation order for habitual drunkenness on the part either of husband or wife. In the case of habitual drunkenness in the wife, the law is amplified by a further provision, viz. :—that in lieu of making an order of separation "the court may, with the consent of the wife, order her to be committed to and detained in any retreat licensed under the Inebriates Acts," and such order shall have effect as if she had voluntarily submitted to detention under the Act of 1879. This power has also been very little used, only a few, certainly under half-a-dozen, women have been committed to Retreats under its provisions. The consent of the wife to enter a Retreat is again necessary, and the consent of the husband to pay—two conditions which between them have rendered the Section practically inoperative.

433. Are you of opinion that more use might be made of it with advantage ?—Yes, certainly; I consider it a most useful provision and one which should in some way be made workable. It gives to the Court the power to enforce at least an attempt at reformation before granting a decree of separation and it gives the woman an opportunity of recovery which she would not otherwise have, and a chance of avoiding the almost hopeless position of an inebriate woman left to her own devices.

434. With regard to the Inebriates Act of 1898, is not that the most important Act so far as the present Inquiry is concerned ?—Certainly, because however bad the ordinary Retreat case may become later, he is generally (at any rate when at the Retreat stage) more or less inoffensive to all but himself and his own family. Persons amenable to the Act of 1898 on the other hand are inebriates who have in many cases become feeble-minded, or inebriates who are so because they are feeble-minded. They are very often the product of similarly defective parents, and are producing similarly defective children. They are a constant charge upon the State either as prisoners, lunatics, or paupers; they are a nuisance on the streets, and constitute in many ways a serious danger to the community.

435. What classes of inebriate may be dealt with under this Act, and under what conditions may they be committed for control and treatment ?—Two classes may be dealt with, first the criminal inebriate, and secondly, the Police Court recidivist, the person who is repeatedly convicted at police courts for certain specified offences of which drunkenness forms a part. As regards the criminal inebriate, Section 1 of the Act provides for the committal to a reformatory of persons convicted on indictment, of any offence which is punishable by imprisonment or penal servitude. It must be shown that the offence was committed under the influence of drink, or that drunkenness wholly or partly caused the offence, and the prisoner must admit habitual drunkenness or be found by a jury

to be a habitual drunkard. If those conditions are complied with, the prisoner may be dealt with under Section 1 of the Act. The sentence to detention in a reformatory may in such a case be in substitution for any prison sentence which might otherwise be imposed; or may be in addition to any preliminary penal detention which may be considered desirable. As regards the second class, the police court inebriate, Section 2 provides that any person who is convicted four times within twelve months of any of the offences mentioned in the first schedule of the Act, may, on the fourth conviction, be sentenced to a reformatory. The schedule referred to contains such offences as being drunk on a highway, drunk and disorderly, drunk in charge of a carriage, and drunk on licensed premises. If the convicted person consents to be dealt with summarily he may be sentenced direct from a police court, if he refuses he may be committed for trial at Assizes or Sessions. The sentence to a reformatory in this case must be in entire substitution for any penal sentence which might otherwise be imposed.

436. Then a criminal inebriate must be committed for trial to Assizes or Quarter Sessions before he can be committed to a reformatory?—Yes, that is under Section 1.

437. Have you given us the chief indictable offence which determine sentences to a reformatory under the Criminal Section?—The offences so dealt with have been neglect or cruelty to children, attempted suicide, larceny, fraud, malicious wounding, assaults, malicious damage, and so on.

438. To what extent has this Section been used?—Of 1,300 persons sent to reformatories up to the end of last month, 237 only were sent under the criminal section, Section 1.

439. Can you tell us why more cases have not been sent to reformatories under this Section, and what your opinion is as to the extension of its use?—Probably the most important deterrent influence against the use of this Section is the necessity for indictment to higher Courts. The tendency of the day seems to be more and more towards the use of summary procedure, and there is sure to be some difficulty in obtaining full advantage of an Act which, like this one, goes counter to the prevailing tendency by requiring indictment. Very many cases of attempted suicide, wounding, assault, malicious damage, and other similar offences due entirely to drunkenness, are brought before Justices sitting in Summary Jurisdiction Courts, and are dealt with by short terms of imprisonment, or are handed over to the care of friends. Reversion to drinking habits (and they nearly always do revert after a short sentence of imprisonment) is almost invariably followed by a recurrence of the tendency to re-committal of the offence It seems to me more or less useless to treat such drink-caused crimes with punishment only, leaving the original cause as active as ever. If such cases could be dealt with summarily, many more would doubtless be sent for special treatment; as it is, committal on indictment is the only available method by which such treatment can be obtained and one which I think might with advantage be more often resorted to than it is.

440. Are you satisfied with the progress that has been made with regard to the committal of police court drunkards under Section 2 of the Act?—Yes, fairly so. In some parts of the country Magistrates are fully alive to the advantage of substituting reformatory treatment for the useless fine and short sentence prison system, which has failed so utterly, to be either deterrent or curative. Some considerable difficulty has arisen owing to want of co-ordinate action between Magistrates as the committing Authority, and County or Borough Councils, upon whom the duty rests of finding accommodation for the detention of committed cases. In some parts Magistrates have desired to commit cases, but the Local Authority has declined to provide the necessary accommodation; in other cases again, where Local Authorities have made suitable arrangements, Magistrates have failed to take full advantage of them. These difficulties, however, are of less prominence than they were at the start of the work, and will probably diminish as time goes on. Up to the present they have materially delayed the progress of the work so far as it refers to committals under Section 2.

441. These cases can be dealt with summarily at police courts, can they not?—Yes, if they consent to be dealt with summarily. But every prisoner has the option of refusal to be so dealt with, in which case he cannot be committed from the police courts, but must be indicated to sessions if the Magistrate wishes to press for committal. Many Magistrates, however, prefer to deal summarily with these cases on principle, objecting to the long remand and to the additional expense of committal for trial. They therefore revert to the old prison procedure which is easy of application and requires no consent on the part of the prisoner. Now that the Licensing Act of 1902 permits a sentence of six months in default of sureties, the inducement to avoid indictment is great, and many cases consequently escape committal to reformatories. So long as Magistrates have the power to imprison for six months without consent I think they might well be given power to commit summarily to reformatories in a similar manner.

442. But for a longer period?—Yes, but the committal is to a reformatory, not to a prison.

443. What institutions are authorised by this Act, by whom are they established and maintained, and how are they maintained?—The Act authorises the establishment of two distinct types of institution—the State Inebriate Reformatory, and the Certified Inebriate Reformatory. The establishment of the State reformatory is vested in the Secretary of State, the expenses of establishment and maintenance being paid out of moneys voted by Parliament. The certified reformatory on the other hand may be established in different ways. It may be established and maintained by a County or Borough Council, or by any such Authority acting jontly with other similar Authorities, by philanthropic bodies, or by private persons. Local Authorities who wish to make provision for cases sent from courts within their districts, but do not desire to undertake the responsibility of establishment, may contribute to the expense of existing institutions, or may contract with such places on boarding-out terms. Local Authorities may borrow money generally for the purposes of the Act, and may contribute towards the detention of inmates out of ordinary or special funds. A Treasury Grant is given to the managers of certified reformatories towards the maintenance of every committed case, provided that some Local Authority also make a similar contribution. The State reformatory, therefore, as its name implies, is established and maintained by Government, the certified reformatory may be established by Local Authorities, or by any suitable person, the cost of maintaining inmates therein being shared between the State and the Local Authorities.

444. What circumstances determine whether a committed inmate shall be detained in a State or in a certified reformatory?—It was originally intended that criminal inebriates should be sent to State reformatories, and the ordinary police court inebriate to certified reformatories. This arrangement implied that criminal inebriates would be of a much worse character than police court cases, and that they would require stronger measures for detention, and something more akin to the prison *régime* for their treatment. This, however, did not prove to be the case, in fact the criminal inebriate, as a general rule, proved of better class, more amenable, and more reformable than the police court case. It was therefore decided that all committals under both Sections should be sent direct to certified reformatories and retained there so long as they remained amenable, and that all refractory and violent cases—whether of Section 1 or Section 2—should be transferred from the certified reformatories to State care. Subsequent experience has proved the wisdom of this arrangement which is now enforced and not likely to be altered. By doing this we segregate the violent and troublesome and keep them under suitable conditions, allowing certified reformatories a chance of peaceful work with the more amenable who show signs of possible reformability.

445. I suppose that is with a view of classification?—Yes, it was certainly our first step towards a scheme of classification of Reformatories—a scheme which has gradually developed into a very good system. By thus using the State reformatory we eliminate the very bad from the mass of cases sent to us unselected. It becomes an easier matter then to split up the remainder and distribute them amongst other institutions which are specially adapted to deal with the good, medium good, and the quiet but decidedly irreformable.

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446. Then I take it that you are in favour of a system of classified reformatories as against the attempt to classify inmates in different parts of one institution?—Yes, very strongly. I feel that it is impossible to overestimate the advantage of entirely separating the good from the bad—the reformable from the irreformable. In my experience it has proved impossible to completely effect this separation in one institution unless the restrictions to liberty are made absolutely prison-like, which is undesirable. Furthermore the reformable inmate deserves better treatment, and should be given more liberty than the irreformable. All attempts to differentiate between these classes, so long as they are in touch with one another, have proved highly unsatisfactory. On the other hand, when institutions are classified for the reception of one type only there is nothing but satisfactory results.

447. With regard to irreformable cases, are many of the persons committed to reformatories under this Act in your opinion irreformable?—Unfortunately, yes. I am afraid it is my opinion that the number of irreformable, and probably irreformable cases amounts to almost two-thirds of the number committed.

448. What, in your opinion, is the main factor which determines their irreformability?—Undoubtedly their mental condition Very many of the cases sent to us from Courts under this Act are none other than just feeble-minded persons, drunkards simply because they are feeble-minded, their drunkenness being merely one evidence of their mental condition. Others, again, undoubtedly have become mentally degenerate on account of years of unrestrained drunkenness, years which were punctuated by short intervals of useless imprisonment, a style of detention which produced no better result than to fit them for a debauch as soon as they obtained their release. The removal of liquor from some of these persons, even for long periods, does not greatly improve their mental state, and this is especially so in the congenitally defective who are the progeny of feeble-minded, lunatic, epileptic or drunken parents. Some do show improvement so long as they remain under conditions of regular life, good feeding, with hygienic surroundings and enforced work. They become quiet, amenable, good workers and apparently desirous of reformation. But in many of these cases this improvement is only superficial and is soon lost on reversion to liberty and freedom of action under bad surroundings. With an ill-balanced or congenitally defective brain there is little hope of reformation from habits of intemperance, because, in the first place, there is no appreciation of the value of sobriety, there is no desire whatever in many of them to live a sober life, and certainly no intention of attempting it The majority of persons classed by me as practically irreformable are persons of this type.

449. They are the large proportion?—The majority, certainly.

450. You believe that a reasonable expenditure is justifiable in attempting to reform the probably reformable?—The probably reformable, yes, certainly; equally for humanitarian and economic reasons. The humanitarian standpoint is evident and needs no explanation. Economical expenditure on the attempt to reform them is certainly justified because of the possibility of relief from the constant expense these persons are to the State, when unrestrained. Expenditure is justifiable because of the probability of being able to turn at least some of the wastrels into wage-earning units. We have already done this in many cases, and we are doing it now.

451. Is expenditure, in your opinion, similarly justified for the detention and control of the irreformable cases?—Certainly; provided that the expenditure is reduced to the least possible cost to the country—something little, if any, above workhouse cost, I consider such expenditure on irreformable cases very justifiable. I think the Act of 1898 contemplated the control of irreformable cases. We all know Jane Cakebread and Tottie Fay, and some other of our friends, did more to promote that Act than any other persons living, and they themselves were typically irreformable lunatic cases and hopeless. We must take all cases, apparently reformable or otherwise, because it is absolutely impossible for any person to say that any given case is definitely irreformable until tried. Reformation, at any rate, may always be possible, if not probable. Then I think the detention of irreformable cases is also justifiable on the score of economy. These irreformable cases are a constant charge upon the public funds whether we will or not. I believe even if reformatory control could be made permanent it would be cheaper to so maintain them than continue the present alternative system of short sentences and imprisonment, alternated with intervals of exceedingly expensive freedom. Then, of course, we have to consider public safety, decency, and order. These irreformable inebriates, again, who are not under control, exercise a strong influence in the manufacture of fresh cases and in the propagation of their species. All these reasons, I think, fairly justify the expenditure on cases which are probably irreformable.

452. As regards the sentence, what is the maximum term of detention?—The maximum term under both Sections is three years.

453. On the expiry of the sentence each inmate, whether reformable or irreformable must be given absolute liberty?—Yes, it goes very much against the grain sometimes, but it must be so.

454. If an irreformable inmate immediately reverts to inebriate habits, how soon can he or she be reconvicted?—Not until there is a further conviction against her or him for some crime under Section 1; or, if it is a Section 2 case, she has again been convicted four times of an offence under Section 2. Of course by taking care not to get drunk too often in one locality, and by the exercise of a little cunning, some of these persons avoid reconviction for a long time.

455. How may inmates be discharged from reformatories other than by expiry of sentence?—By Royal pardon or by warrant under the hand of the Secretary of State.

456. Is there anything else that you wish to say with regard to this part of our Inquiry?—No, I think not; I have gone over the ground pretty well.

457. (*Mr. Burden.*) You have spoken of the absence of provision for absolutely destitute cases. Is it not true that Local Authorities can contribute under the 1898 Act towards the establishment of a Retreat and the maintenance of an inmate or inmates therein?—Yes.

458. Have any Authorities used this power, and, if so, to what extent have they used it and under what conditions?—Yes, a County or Borough Council may contribute towards the establishment or the maintenance of a Retreat established under the Act of 1879. This power has not been used very much; in fact, there is only one Local Authority which has so far made any contribution—that is Worcestershire. Worcestershire contributed £100 towards the establishment of a Retreat near Birmingham, Corngreaves Hall, under the very simple condition that they should have the first claim upon any empty beds should they desire to exercise it.

459. Have Boards of Guardians power to contribute towards the maintenance of pauper inebriates in Retreats?—Yes; the Local Government Board was approached on that matter very recently by the Home Office, and the Board, in reply, said, "If destitute persons were sent by Boards of Guardians on the recommendation of their medical officer to an institution for inebriates for remedial treatment, the general powers of the Guardians to relieve the destitute poor would enable them to contribute towards the maintenance of such persons in such an institution," so that apparently Guardians have power to send persons to Retreats and pay for them.

460. Are there many such cases?—No; a few cases have been sent to some of the Church of England Temperance Society's Retreats and paid for by the Guardians, and to the Salvation Army Retreats—perhaps thirteen or fourteen in two or three years.

461. Are you of opinion from the experience you have gained that the majority of persons who have entered Retreats under the 1897 Act have done so voluntarily or under pressure?—I should think two out of every hundred have gone in perfectly willingly, of their own freewill and accord; the other ninety-eight have been forced to enter. I mean forced in this way: a father has said to his son, "I will not give you another penny unless you go;" a wife has said to her husband, "I will leave you unless you go," and so on. Very strong pressure

has been used in nearly every case to induce patients to enter Retreats.

462. Are you of opinion that if the persons who enter a Retreat under pressure had been committed compulsorily, of course under proper safeguards, that they would have been more difficult to detain and manage?—I do not think so in the least. During my fifteen years' experience of work in the personal conduct of Retreats I know very few indeed who did enter voluntarily, they were all practically compulsory. I should not have anticipated any more difficulty if it had been legal compulsion.

463. Do you know of any law in other countries which admits of the compulsory detention of the ordinary inebriate who is not a criminal or law-breaker?—Yes. Now you enter upon a very large question. There are many countries possessing laws which fill up the gap between the few who are willing to enter voluntarily and those who are convicted by the Courts for drunken offences. There are powers existing for compulsory control in eighteen or nineteen countries by order of a Court upon the application of certain relations or friends; after hearing the case and under proper safeguards against abuse. Again, other countries possess guardianship laws which are applicable to inebriates. Some of them indirectly, for instance, Austria-Hungary, France and Germany, can bring that power into force when inebriety causes spendthrift habits. Then for habitual drunkenness alone there are guardianship laws in Nova Scotia, Maryland, British Columbia, New South Wales, Tasmania, and Switzerland among others. But as I said this is rather a large question to answer in a few minutes, and unprepared. If it is likely to be a matter of interest I should like to draw the attention of the Commission to a complete collection of foreign laws, which already exists in the form of a Blue-book, published in 1902.

464. May I ask the number or name of that publication?—It is called "A Collection of British, Colonial and Foreign Statutes relating to the Penal and Reformatory treatment of Habitual Inebriates. [C.D. 1474.]"

465. Turning to the 1898 Act you remember you told us there were 237 cases which had been committed to inebriate reformatories under Section 1 of that Act. Can you tell us how many of them were prosecuted for cruelty to children and how many for other offences?—I am afraid I cannot. I roughly looked up the figures to the end of October, but I did not classify them at all. This will give you some indication: 171 cases were convicted under Section 1 up to the end of last year. Out of those 171, 138 were convicted of unlawfully neglecting children in a manner likely to cause them unnecessary suffering.

466. Practically by far the greater number?—Yes, the majority of Section 1 cases are cruelty to children cases convicted from Sessions or Assizes under Section 1 of the Inebriates Act, 1898.

467. Does not the existing law leave it optional to Local Authorities to contribute towards the maintenance of persons committed to inebriate reformatories, and is not the Government grant wholly dependant, or made conditional, upon Local Authorities making some contribution?—Yes, that is so. It is optional on the part of Local Authorities to contribute to the maintenance of persons in reformatories. If a Local Authority does not do so the Government grant is not available, so that any case that the magistrates wish to send from the district of that Local Authority cannot be received in the reformatories.

468. Do you know of cases in which the magistrates would have sent had provision been made for them by the Local Authority?—Yes, many cases.

469. Just now you spoke as to re-committal. Given the case of a woman or a man who had completed a sentence under the Act, and who had been again convicted by the Court, of drunkenness, do you consider it advisable that he or she should have to wait until he or she had been convicted on three more occasions, with possibly three more prison sentences, before that person again qualified for committal to a reformatory?—I presume you think not, and I am inclined to agree with you. A person committed to a reformatory has of course undergone trial, and has been proved to be an inebriate within the meaning of the Act. If after a period of reformatory detention and after discharge such a person again appears before the Court upon a drunken charge, it is pretty fair evidence that the condition is unchanged, and that the person either cannot or will not keep sober. In either case I think there are fairly good grounds for immediate re-committal. As I pointed out, there are so many chances of escaping conviction that it may be months before the necessary four are again proved before one Court.

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470. You have told us, reasonable expenditure for irreformable cases is, in your opinion, justifiable. How would you control the expenditure in the establishment of reformatories for the irreformable cases and the subsequent cost of maintaining the persons therein?—I think the Central Authority ought to be able to exercise very strong supervision over the cost of establishment and the cost of maintenance; it should be able to require exact details of both, and be able to refuse to allow extravagance.

471. At present the Central Authority is only able to say whether the premises are sufficiently good; and is not able to say that in the opinion of the certifying Authority the premises are too good?—It appears to me that the Secretary of State might, perhaps, object to give a certificate because the accommodation provided is too good, but it would be an unpopular thing to do. Hitherto we have wanted institutions too badly to raise serious objection on this score.

472. You have referred several times to the principle of consent introduced into all inebriate legislation. Do you consider that the existence of this condition has greatly crippled the work from the beginning?—Do you mean the necessity for obtaining the consent of the inebriate before any action can be taken under the Act?

473. Yes?—The purely voluntary condition of the Act of 1879 has undoubtedly limited its value, and Section 11 of the Cruelty to Children Act, as subsequently amended, has undoubtedly been killed by the necessity for obtaining consent. So has Section 5 of the Licensing Act. I have already dealt with the deterrent influence exercised by the necessity for obtaining the consent of a prisoner to be dealt with under Section 2 of the Act of 1898. So it has been a case of crippling by consent practically throughout the whole work.

474. (*Mr. Chadwyck-Healey.*) You said a little time ago, in your opinion the irreformable weak-minded inebriate was dangerous to society. Is the danger so great in your opinion as to justify the continuous detention of such a person?—Yes, I have every reason to believe that some of them are dangerous and should be under control.

475. Subject, of course, to proper supervision?—Yes.

476. If they should by any chance recover, they would be entitled to their liberty?—Yes, of course. There are many strong precautions which would have to be taken; but the difficulty might be met by occasional licences, or something of the sort.

477. Is there sufficient machinery now, assuming that the law were altered sufficiently, to enable them to be detained. Is there sufficient machinery now in existence to carry that into effect?—Yes.

478. (*Dr. Needham.*) Have you visited, or have you any power to visit, the homes for the inebriates which are uncertified?—No, none whatever.

479. If the places are ill-conducted, there is no remedy?—No remedy at all.

480. Have you had any experience of any of these homes for inebriates or feeble-minded people who either have been drunkards or have a tendency to become drunkards. I mean not official, but personal experience of them. Do you know them at all? I mean the ordinary home such as you were describing a little while ago, not certified?—Yes, I know some of them.

481. Have you had any reason to believe, or have you had any evidence in your experience, that considerable numbers of people are detained in homes of this kind, feeble-minded people and inebriates, against their will?—No, I do not think so. It has not been so in my experience. I have not come across the cases.

482. I suppose any powers of detention in these non certified homes simply exist in a voluntary agreement?—It is a mere matter of money.

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483. Do you think that the Acts with reference to the ordinary homes should be made compulsory. Do you think that the certified homes should be able to detain patients without the agreement, against their will ?—Do you mean under present conditions ?

484. Yes ?—Of course licensed Retreats can detain patients against their will if once they have signed the necessary papers for admission to a Retreat. The wording of the Act is, "he may be detained until the expiration of the period for which he has signed." I do not think any patient should be detained against his will in any but a proper licensed institution, and only then after proper legal formalities have been complied with.

485. That is a voluntary arrangement ?—Yes, the legal formalities I refer to may be by voluntary application.

486. Supposing your inebriate (as in the great majority of cases you say is the fact) is unwilling to sign an agreement of that kind, do you think there ought to be a summary power to commit him to one of these places and leave him there ?—I think that is the only way out of it. I meet cases daily, very sad cases, of men who cannot be interfered with at all. They must be simply allowed to ruin themselves and their family without power of interference.

487. The weak spot of the whole system, you think, is that there is no power of compulsory detention *until* a man is in a state of mind that he is willing to put himself under care—there is no power to restrain him from going on his evil course ?—There is no power unless he becomes amenable under the Act of 1898, *i.e.*, unless he commits an offence.

488. Does any power exist at present to send out from the inebriate homes (I mean certified institutions), any of the inmates on trial, to test their power of self-control ? —Yes, we have very good licensing arrangements.

489. I gather that people who were committed as criminal inebriates were sent out when they had served what might be called their sentence, and there was no power of re-committing them ?—No power after expiry of sentence, unless the inmate again becomes liable and is recommitted by a Court.

490. Is there any power of sending them out on a modified discharge, on trial ?—Yes.

491. After the period of committal has terminated ?— No, only before expiry of sentence.

492. If they get into drinking habits again they can be re-committed ?—They can be brought back without any trouble at all before expiry of sentence, afterwards recommittal by a Court is necessary.

493. I say they can be re-committed; they can be brought back without any further trouble at all ?—Yes, an officer of the institution can fetch them back, so long as their sentence has not expired.

494. That is what I asked you. They can be sent out on trial up to the end of their sentence, but not afterward —No, not afterwards.

495. What is done with inebriates who become insane, and become violent and dangerous, as some of them do ? They are transferred to lunatic asylums under the Criminal Lunatic Acts.

496. To the ordinary County Asylum ?—Yes.

497. (*Mr. Byrne.*) You expressed the opinion that there were a number of cases in which practically continuous control was desirable. I presume you mean under the existing law, control that would be practically continuous owing to the constantly repeated convictions of a person ? —Yes.

498. You would not like at once to introduce an amendment of the law to allow a person to be committed to a certified reformatory for life ?—No, I am not prepared to suggest it.

499. As regards colonial and foreign laws allowing persons to be compulsorily sent to Retreats who have not committed crimes, but only made themselves a source of anxiety and a burden to their families, can you tell us in general terms whether any statistics exist, or any full amount of information exists, as to the success of these Acts ? They are all fairly modern, are they not ?—Yes, they are all fairly modern. I only know the working of the Acts in Connecticut, Massachusetts, and New Zealand. These places have institutions and laws for committal of non-criminal inebriates which seem to work very well.

500. May we take it that from your contact with the information, both foreign and English, on the subject of those laws, if any complaint had arisen about the administration of these laws, complaints of injustice being done or families broken up, you would have heard of it ?—Yes.

501. You have never heard of any such thing ?—No.

502. From information at your disposal you are satisfied that these Acts are working well ?—Yes.

503. Now I would like to ask you a question as to the practicability of the interference of the Central Authority in the hope of securing economy. You said that of course the Secretary of State might refuse to certify an institution because it was of an unnecessarily sumptuous character. You admit that would be a very difficult thing for the Secretary of State ?—Very difficult indeed.

504. If the Local Authority who provide the money and administer it choose to spend an unreasonable amount for certain objects it would be very difficult for the Secretary of State to say "No," would it not ?—Very difficult indeed.

505. You know questions have arisen with regard to certain existing institutions—I do not mean inebriate institutions necessarily, but inebriate institutions and lunatic asylums, and so forth ?—Yes.

506. No doubt you have heard that great difficulty does arise in the way of persuading Local Authorities that their objects can be equally well met by cheaper institutions ?—I think I found myself persuading the Secretary of State once to certify a very expensive institution.

507. Was that because of the absolute necessity that the accommodation should exist in order that the Act might not be a failure ?—Yes.

508. Have you any practical suggestions to make to help the Secretary of State or Central Authority in dealing with a great Local Authority like the London County Council or the Lancashire County Council ? Supposing the Secretary of State thought the recent institution in Lancashire, at Langho, was unnecessarily expensive and likely to discredit the administration of the Act by showing an unreasonably high charge of maintenance for the people kept there, can you suggest in any way how he could have prevented that ?—By having all the plans submitted for approval which refer to proposed buildings together with exact details of their total cost, and by requiring exact details to be periodically supplied concerning subsequent maintenance in some form which would permit of comparison with other institutions. The Secretary of State should, of course, have full power to check extravagance in both establishment and maintenance expenses.

509. The Secretary of State did take some steps, did he not ?—Yes.

510. The Local Authorities were provided with a description and a model of an institution ?—Yes.

511. As regards cost, that institution had but a slight resemblance to the model ?—Yes, very slight.

512. Yet, in your opinion, do you believe the model would have been equally effective ?—I believe it would have been equally effective.

513. Are there any institutions in existence which resemble the plans suggested by the Secretary of State ? —There are three or four.

514. Are you satisfied that those quite cheap and economical institutions will work as well as the Lancashire one ?—Certainly, every bit.

515. So you think that presently the Central Authority will be in a position to discuss Local Authorities even more than it could at the beginning of the movement by saying, "Look at the institutions A, B, C, D, which are really economical and which are the best institutions in the country" ?—Yes. We have now some Reformatories established and conducted cheaply which will serve us as models for the future.

516. But that makes you hopeful, does it ?—Yes, very.

517. You think it possible that great Local Authorities, even great County Councils, would adopt an economical mode of administering the Act if they knew it was feasible and was actually being carried out ?—I do certainly.

518. Would you give the Central Authority further powers than it has at present in bringing about the Combination of County and Borough Councils for carrying out this Act. Do you consider that Combinations either in the way of construction or in the maintenance of institutions are desirable?—I think Combination for both purposes is very desirable. It is very praiseworthy indeed of a Council to establish an institution for a definite purpose, but when they have established that institution they naturally expect it to do all the work, with the result that all classes of cases are dumped into it and it does not do the work properly.

519. That is bad both for economy and for reformation?—Both for economy and for results. If we could get more Combination between Councils it would be very desirable. Three Councils, for instance, might each establish a small place for a separate and distinct type of individual and make the three interchange, I think it would be much better than one for all cases.

520. You think it would be more economical, reasonable and more suitable for carrying out the objects of the Act?—Yes.

521. There are no powers at present given to the Secretary of State in bringing about such Combinations?—No.

522. What has been your experience in that way. Have you found Local Authorities willing to co-operate with each other or have you found them rather slow?—Lancashire required a special Act to do it. Yorkshire drew out a draft agreement one day and altered it and amended it during the next succeeding three years. At the end of the third year they managed to come to some agreement, but they have been quarrelling about it since. Those are the only two cases where any attempt whatever has been made at the Combination of Local Authorities.

523. Can you suggest any method by which the Secretary of State could hope to bring about these Combinations if he had sufficient powers. Do you think, for instance, the summoning of local conferences of Local Authorities with public discussion of the question would have a good effect?—I do not think it would be of much use without compulsory powers to compel County Councils to do the work. To get a Combination you would want a group, if one Authority held out it would spoil the group.

524. You would go so far as to suggest that in the background there should be power to compel Combination, that is in the case of long continued neglect of the Act?—Yes.

525. I gather, looking back at the results of the Act up to the present year, you think it has established its utility?—Undoubtedly.

526. You think in the interests of the community the word "may" might now be replaced by "must" or "shall"?—Yes.

527. It ought to be made compulsory, you think, in cases where Local Authorities absolutely refuse to carry it out or to contribute to institutions where it is carried out?—Yes.

528. You are speaking as the Inspector, who has knowledge of the working of the Acts, and not as a representative of the Home Secretary, of course, at the present moment?—I am giving a personal opinion.

529. Do you think that would be sufficient if the Central Authority had power to convoke local conferences on the subject, with the power of compulsion in the background?—Yes, but I think there should also be some compulsory power over the type and purpose of every proposed institution so that too many are not established for one class and none for another.

530. You consider it is necessary if institutions are created by Local Authorities that they should be grouped together so that each group should have institutions of a different sort?—Yes.

531. There are one or two trifling questions about the working of the Act that I want to put to you. You suggested that the definition of habitual drunkard should be amended, as it has been by some Colonial Laws, so as to include intoxication other than alcoholic?—Yes.

532. At the present moment that does not give rise to any practical inconvenience in this country, does it?—Yes, the absence of it does. Take two cases: one man drinks morphia, the other injects it under his skin, which is the most common method of introducing morphia. The man who drinks it can be brought under the meaning of the Act because he is drinking intoxicating liquor, but the man who injects it under his skin cannot be touched by the existing Act, because he does not drink intoxicating liquor.

533. Do you hear of many cases?—Very many cases where people have sought to obtain the interference of the Act, and have been unable to. Really, morphia cases by injection require stronger powers of detention than even alcoholic cases—they are more difficult to treat.

534. (*Chairman.*) It makes them incapable of managing their own affairs, as much as intoxication?—Yes.

535. (*Mr. Byrne.*) You have heard of a sufficient number of cases of that sort to make it, in your opinion, desirable to press forward that amendment of the law?—I have.

536. You told Dr. Needham, or one of the Commissioners, that when an inebriate obtains admission to a Retreat on his own application he is not certified in any way, no doctor has to say that he is a habitual drunkard, but merely two friends?—That is so.

537. It is not regarded as a technical expression; it is an obvious fact, and his friends and relatives must know?—Yes.

538. Is that view universally accepted. Have there been difficulties throughout the country with regard to the definition of "habitual drunkard" in procuring the committal of a person?—Yes; you mean under the 1898 Act? There have been difficulties in regard to the legal definition.

539. Of what nature have they been? Has a Magistrate found difficulty in saying what an habitual drunkard is?—Yes, cases have been brought up with four previous convictions for drunkenness, but the evidence obtained by the police of habitual drunkenness has not satisfied the Magistrates, because they can only say they were occasionally drunk, not having seen them constantly drunk.

540. That has checked the working of the Act in some districts?—Yes, because in some districts the Magistrates, and even one or two Recorders, have practically declined to commit.

541. Do some Magistrates go so far as apparently to hold that a man who is drunk every week, or slightly oftener, in his life, and falls into the hands of the police through a row in the streets, is a man who often gets drunk, but is not an habitual drunkard?—Yes, I do not know where they draw the line, but that is the case.

542. You have no doubt yourself?—No.

543. You think a person could not better show suitability for being dealt with under this Act than by being drunk once a week and falling into the hands of the police?—No.

544. Do you think the Act requires amendment, or do you think it is merely a local peculiarity?—I think it is a local peculiarity. I do not think I should suggest amendment.

545. You think any reasonable person knows what "habitual drunkard" means?—Yes.

546. The other point I wanted to ask you is this: Boards of Guardians have power to pay for paupers whom they send to Retreats, the pauper inebriates. A pauper inebriate would almost certainly be a person that is amenable under the Act of 1898. If he did not commit crimes of drunkenness, he could not be much of an inebriate?—No.

547. Consequently you do not expect that that power will ever be exercised to any great extent?—No.

548. It does not in any way get rid of the difficulty that you cannot send people compulsorily to Retreats?—No, not at all.

549. Even if that power were well-known to all Boards of Guardians, you would not expect to see it widely used, would you?—No; but I do not see why an inebriate pauper who constantly makes himself a charge upon Poor Law funds by drunken habits should not be

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made liable to committal under the first schedule of the Act of 1898.

550. Would you like to make that a new offence under the schedule ?—Yes.

551. Making himself chargeable to the rates by repeated wilful drunkenness ?—Yes.

552. Is that law in any other country ?—Yes.

553. And you would like to see it introduced into England ?—Yes.

554. (*Mr. Hobhouse.*) Is it put in force anywhere ?—I cannot tell you off-hand.

555. How long have you been at the head of your Department ?—About six years.

556. That is since the first Act came into operation ?—Yes.

557. What is the size of your Department—how many officials have you subordinate to you ?—Only one.

558. Do you know what is the cost of working, so far as the Home Office is concerned ?—I cannot tell you that ; do you mean including everything ?

559. Inspection, salaries, and officials and so forth: What is the estimate put down ?—And including contribution for detention of inmates ?

560. No, I want to know what is the cost of working the Act so far as the Home Office is concerned ?—Roughly, about £1,000.

561. I think you told us 1,030 persons were sent to reformatories ?—1,330, I think.

562. Does that represent the number sent in the six years ?—Yes ; very few, of course, were sent during the first two years.

563. What was the number detained in this last year ?—Do you wish the number admitted ?

564. Yes ?—75 under Section 1 ; 223 under Section 2.

565. Roughly speaking, 300 ?—Roughly speaking, 300 admissions. The average number under detention throughout the year in Certified Reformatories was 502, in State Reformatories 56, in all 558, under the Act of 1898. The average number under detention in Retreats was about 550. This makes a total of 1,103 under detention in all recognised inebriate institutions.

566. I noticed in your reply to one of the Commissioners you said that a great number of these people had no desire or intention to live a sober life. You also said persons nearly always revert, after short sentences, and that many are not improved even after long detention ?—Yes ; I was speaking then of the reformable section of the cases, of course.

567. What proportion do the irreformable bear to the reformable ?—I have made rather a careful Table of the results of the first 1,000 cases committed. This Table has reference really to the mental condition, and the influence which the mental condition had upon reformability of inmates. Of course the figures are more or less rough, because it is very difficult to say such and such a case is weak-minded or is not, unless you know them and live with them, but still, so far as I have been able to observe, I have made this selection of cases. I divide them into : Firstly, "apparently sane and probably reformable," 386 ; secondly, "slightly feeble-minded, but improving or capable of improvement and possibly reformable," 236. That makes about half the whole number.

568. The other half are quite irreclaimable ?—The other half are distinctly feeble-minded, a few certifiably insane, some defective from other causes.

569. The proper place for that 50 per cent. of persons confined under this Act is a lunatic asylum ?—Under the present power of certification you cannot certify them. The majority are feeble-minded, not certifiable lunatics.

570. What I meant to suggest to you was that the proper place for the detention of 50 per cent. of these persons is a lunatic asylum ?—No, it is not. They ought to be in a place similar to asylums, but not amongst certified lunatics.

571. The ideal place would be lunatic asylums, not an inebriate reformatory ?—There is little difference, structurally, between what I intend, if possible, to make my reformatory for irreformable inmates and an asylum, but it will be for feeble-minded inebriates, not lunatics.

572. What percentage of persons who are admitted in the reformatories recover totally, as the result of detention ?—It is very difficult to say absolutely, for this reason : A person let out on licence for twelve months before the end of the period of detention can be kept in touch with only until the expiry of the sentence ; after that we lose them. We therefore cannot tell absolutely, but probably about 15 or 20 per cent. are doing well, up to the last time we heard of them ; that is probably twelve or eighteen months after release.

573. You said, I think, in reply to a question by Mr. Burden, that in the interests of humanity the word "may" should be converted into the word "shall" ?—Yes.

574. I think you went on to suggest that persons who suffered from taking morphia, in any shape or form, and presumably the taking of liquor in any shape or form, or suffering from any vicious habit, should all be compulsorily detained ?—No, "I did not say, suffering from any vicious habit." I say habitual inebriates who are incapable of managing themselves or affairs, or who are dangerous to themselves or others, should be under some supervision and control.

575. What do you mean by the word "dangerous" ?—I have in my mind now perhaps 100 cases who so long as they are kept from liquor are quite amenable and good workers, but if they have two glasses of beer, or certainly if they are nearly drunk, become absolutely and literally dangerous to the lives of others.

576. Does the same thing apply to people who take morphia ?—Not so much.

577. Is there any other habit that you can suggest which corresponds with the taking of liquor ?—Not to the same extent dangerous, because the morphia or drug case as a rule is not a dangerous case—not dangerous to others. They are, however, quite as incapable of managing their affairs as alcoholics.

578. You said that a person who once a week got drunk constituted, in your opinion, an habitual drunkard. Do you think such a person ought to be detained permanently ?—I do not think I said that definitely.

579. I took the words down.

580. (*Mr. Byrne.*) It was in answer to a question of mine—a man who once a week gets drunk, and gets into the hands of the police.

581. (*Mr. Hobhouse.*) Do you consider a person who gets drunk once a week is an habitual drunkard ; I will put it in that way ?—Yes, I think I should. If a man gets drunk every week it may reasonably be considered a habit for him to do so. He either will not avoid getting drunk or cannot avoid doing so. Whether the cause is one or the other his condition renders him "at times" dangerous to himself or others, or incapable of managing himself or his affairs.

582. Both those classes of persons in your opinion ought to be detained permanently ?—If a man by getting drunk viciously and intentionally damages himself and damages others, he ought to be under detention, or under guardianship or other supervision.

583. Permanently ?—No, not permanently, except in the worst cases, intermittently in others.

584. I understand only 15 per cent. of those persons recover after detention, so only 15 per cent. would escape permanent detention ?—I am afraid you are confusing the ordinary drunkard with the mass of people who are under the Act of 1898. You must make a difference. The latter are, many of them, feeble-minded and practically lunatic cases. They mask the results. Taking Retreat cases alone the recoveries are greater where we get no feeble-minded, or not so much feeble-minded influence.

585. The thing that was running in my mind was that, quite apart from the persons who are at present detained, you describe a class of persons who ought to be regarded as habitual drunkards, and if they were regarded as habitual drunkards ought to be detained. Am I right in taking that ?—I am afraid I have not, all through, quite appreciated your point.

586. My point is this ; so far as I can put it to you ; it seems to me you exaggerate the beneficial effect of detention upon habitual drunkards ?—Yes I do, if you consider that I look upon the beneficial effect of detention as solely reformation.

587. I know no other ?—Then I am afraid I cannot agree with you.

588. May I ask what other beneficial effect is there, except reformation ?—Do you mean regarding the cases prosecuted and detained in reformatories under the 1898 Act ?

589. I asked the question ; I do not want to get into an argument. I only want to get at what is the advantage to the community of the Inebriates Act ?—If a man is drinking and ruining himself by drink, ruining his health and ruining financially his family ; if, as in many cases that have come before me, men are drinking, not their own money but the money that ought to go to their wives and their children after them, then I consider that such a man ought to be detained. That is another result other than reformation.

590. For the benefit not of himself but those connected with him ?—Yes.

591. Have you calculated the cost to the community of detaining these persons ?—No. Very many would not need detention, guardianship outside an institution would be enough.

592. Have you calculated the effect of the loss of their labour to the community ?—I do not think their labour is worth very much.

593. I only want to get an answer one way or the other. Then I want to know with regard to the two institutions to which you made reference, that of the Church of England and that of the Salvation Army, is it within your knowledge that either or both these institutions have refused to take the rougher class of inebriates ?—The Retreats ?

594. Yes ?—Certainly.

595. They have absolutely declined—one or both ?—Yes, both, they are not established for those cases.

596. What happens to the rougher class of persons convicted for drunkenness ?—Convicted cases neither the Church of England nor the Salvation Army will take ?

597. I will not talk of the convict. What happens to the persons who, being of the very rough and violent class, are habitual drunkards ?—They are not touched, simply because they are destitute and cannot pay for their detention.

598. Have you any suggestion to make with regard to them ?—The only possible suggestion would be institutions established in the same way as hospitals are with letters of recommendation and so on.

599. By whom—the Local Authorities or the State ?—Local Authorities have the power to do it, but I have not seen much indication of their willingness.

600. You touched on the question of the police being able to collect information as to habitual drunkards. Are you aware that in many counties the police have returned not more than six or seven persons as coming within the description "habitual drunkards" ?—Yes. I am aware of that fact.

601. Are you satisfied with that ?—I am not.

602. For what reason ?—For the simple reason that I do not think those returns are correct.

603. What power have you of getting accurate information yourself ?—Only from private information.

604. And that would be contributed to you ?—By persons with whom I am in constant touch.

605. By what class of persons ?—By persons who have more or less the administration of the work: Magistrates, members of Local Authorities, and others who have intimate knowledge of local affairs.

606. Supposing that the police returns are accurate and that not more than six or seven persons in an ordinary agricultural county are habitual drunkards you can see the difficulty of Local Authorities combining to create these inebriate reformatories ?—Certainly ; but they can contribute proportionately to the use they are likely to make of them.

607. I think you told us that only one Local Authority, Worcester, had contributed a sum of £100 towards setting up a Retreat ?—Yes.

608. Do you personally examine these Retreats yourself ?—Yes.

609. Visit them constantly ?—Yes, the licensed.

610. How many are there ?—Twenty.

611. How many maintained by the State ?—None.

612. Is not that at Warwick maintained by the State ?—Warwick is a Reformatory, not a Retreat. There are ten Certified Reformatories, two State Reformatories, and twenty Retreats.

613. Are there any in Scotland ?—Two or three.

614. Under the State ?—One under the State.

615. Under the Scotch Office I suppose ?—Yes.

616. And in Ireland ?—One State and, I think, one or two certified.

617. They would come under the Irish Department ?—Yes.

618. They are out of your control ?—Out of my control altogether.

619. There are then fourteen State "homes" if I may use an untechnical word ?—Call them Reformatories. There are twelve.

620. And twenty Retreats ?—Yes.

621. You visit these every year ?—Yes, often.

622. And you are conversant with the inmates ?—Yes.

623. And the percentage of recoveries is about 15 ?—We must divide them into Reformatories and Retreats again. The percentage in Reformatories is from 15 to 20, and in Retreats about 30 per cent.—perhaps a little more.

624. The percentage of recoveries ?—Yes.

625. What percentage of absolute collapse is there of persons who go in more or less sane and end by collapsing absolutely and becoming insane ?—Very few cases in Retreats.

626. And in the Reformatories ?—In the Reformatories out of the first 1,000 cases admitted thirty-four were found to be certifiably insane.

627. Was that before the expiration of the sentence or just towards the conclusion ?—At no definite time during the period of detention, but mostly soon after admission ; nearly all of them had previously been inmates of asylums. They had all been certified before, or nearly all.

628. (*Mr. Greene.*) It was suggested just now that the police estimate of habitual drunkards was as small as 6 per cent. Has it occurred to you that the police estimate of habitual drunkards may be based upon the number of drunkards found in a drunken condition frequently in public places ?—Yes, certainly.

629. (*Mr. Hobhouse.*) I suggested in an ordinary agricultural county the total number would be six or seven of the whole population of something like a quarter of a million.

630. (*Mr. Greene.*) Is the police point of view a different point of view to yours—that is my point ?—Yes.

631. You are looking at it on a broader basis ?—I am looking at it on a much broader basis.

632. And whereas a County Authority may formulate its expenditure with reference to the police basis, you are looking at it now, for future legislation, upon the wider view of protecting those who are habitually or frequently drunk, even in their own houses ?—Yes, certainly.

633. With reference to the Prevention of Cruelty to Children Act, 1894, that Statute has been repealed, we know, as you have told us, by the Act of 1904. Section 11 deals with the subject of habitual drunkards in both Acts Have you had your attention directed to that Act—that the Act of this year extends very largely to a number of offences with respect to which the delinquent may be sent to a Retreat ? It has extended it by reference to the schedule ?—I did not know that. We have had practically nothing to do with this Act. Only one person has been convicted under it.

634. But the new Act, the Act of the present Session, enables a larger number of cases to be dealt with than the old Act. You were not aware of that ?—No, I was not aware of that. As a rule these Prevention of Cruelty to Children cases have all been sent under Section 1 of the Inebriates Act of 1898, for a crime which is punishable by imprisonment or penal servitude.

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635. Under the Prevention of Cruelty to Children Act, as well as the preceding one of 1894, the Court, before making the order, have to be satisfied that provision will be made for defraying the expense of any such person during detention in a Retreat. Does that operate to prevent the detention of people?—Absolutely.

636. The class of person usually dealt with under the Prevention of Cruelty to Children Act is the poorest class?—The majority of them.

637. Can you make any suggestion with reference to their being sent to Retreats without such a prohibitory provision as that of the defrayment of expenses?—If they are brought under Section 1 of the Act of 1898 there is no question of the defraying of expense. If they are incapable of paying, the expenses are paid out of public funds.

638. They go as ordinary prisoners?—They go as ordinary prisoners.

639. And are paid for as ordinary prisoners are paid for?—Unless they have means. Every case that goes into a reformatory is inquired into as to whether any means exist.

640. Under what Act is that order for expenses made?—Under the Inebriates Act a County Court Judge may make an order for payment of maintenance.

641. Is there any power under the Inebriates Act for a Judge who wishes under Section 1 to send a person to a reformatory to deal with him by sending him first to prison and then to a reformatory?—Yes, certainly.

642. Is there power, pending the ascertainment of a proper reformatory to send him to, to send him to a prison in the meantime for detention?—Yes.

643. Then all the expenses fall just the same as if he had been committed to gaol?—Exactly.

644. Are there vacancies in reformatories, or are there any means for the Judicial Authority to find out whether, if he awards a sentence of detention in a reformatory, it can be carried out?—A case under Section 1 can always be committed direct to a State reformatory just as if that case had been committed to prison.

645. But are there reformatories enough to hold them?—Yes.

646. Suppose for a moment a Judicial Authority ordered a sentence of detention in a reformatory. what is the practical step to be taken? Would the Gaol Authority, the gaoler or sheriff, at once send him to any reformatory that he may select, or know of, or would he have to be taken to prison pending inquiries?—The latter is the usual case in regard to Section 2 cases at Police Courts. There is a remand for a week for inquiry and to settle all questions where the case shall go to.

647. And at Sessions or Assizes?—At Sessions or Assizes, I think it is best to commit to a State Reformatory and to let the question which reformatory they are to go to eventually rest with the Secretary of State, who has power of transfer.

648. Do the words of the Section empower the Judicial Authority to order detention in a county gaol until it is ascertained by some other Authority as to where he is to go?—Yes, with regard to Section 1 there may be a term of imprisonment.

649. Is not it in lieu?—No, in the second Section it is in lieu of imprisonment; in the first it is in lieu, or in addition to. Many cases are sent to prison for two or three days, or one week, in order that arrangements may be made, and subsequently to a reformatory.

650. This has arisen in my own experience, therefore I am submitting it to you. Supposing a Judicial Authority wished not to send a person he believed to be an inebriate to prison at all, he would have to let him out on bail to surrender when a reformatory was ascertained for him, which would be an inconvenient course?—Yes

651. The other alternative would be, would it not, to remand him to the prison for a fixed time?—Yes.

652. But supposing there is no reformatory willing to receive him within that fixed time, what is to become of the prisoner?—There is no question about a State reformatory being willing or unwilling to receive.

653. Able, or not able, is another point?—Able, or not able, is another point; but the onus rests with the State to find accommodation to any extent required.

654. Who can ascertain, or how can the Judicial Authority ascertain, the length of time that is required for it to be ascertained whether there is a reformatory able to receive the prisoner?—If I was to advise you on that point I should suggest that you did not make any inquiries at all, but that you should sentence the inmate to a State reformatory, to Warwick if a male, to Aylesbury if a female, and send the case there, just as if you were committing a prisoner to prison.

655. What authority has the gaoler for the detention of the prisoner?—The warrant of the Court, the same as applies to a prisoner.

656. That would be deemed by the gaoler sufficient, would it?—Yes.

657. Have you got any classification of male and female reformatories, and male and female Retreats, or are both cases treated in the same establishments?—We have one reformatory taking males and females; all the others are for one sex. That reformatory taking males and females is practically two reformatories; it is quite divided.

658. Do you suggest, in establishing additional reformatories, they should be reserved for separate classes?—So far as is possible. For instance, Yorkshire is just establishing a reformatory. They will not establish two. They want to deal with both sexes, therefore they will establish one for both sexes.

659. Are there any rules as to the occupation of the inmates in these State reformatories and Retreats?—Yes,

660. What are they occupied upon?—There are many occupations. First of all any inmate who has special knowledge of any special trade is, if possible, occupied in that occupation. There is laundry work for every institution, that is necessary; and gardening work. We do a lot of that—market gardening; even women do market gardening. Then there is kitchen work, and all kinds of sewing, stockingmaking, and dressmaking, for the women; and bootmaking, carpentering, and farmwork for the men.

661. The mental condition of persons in those establishments is such that they can easily carry on their work?—Yes.

662. We have to consider here the condition of feeble-minded people. Could you suggest whether it is possible to establish anything similar to those Retreats and Reformatories where people who have not got the capacity to learn trades and so on, can be maintained?—I think the capacity must be very bad if they cannot be occupied in such work as laundry work or tailoring. I have seen persons who are practically imbecile or even idiots occupied at ordinary occupations.

663. Is the occupation which you told us of compulsory in those institutions?—Yes.

664. Is there a sanction to it—a power of punishment?—Yes.

665. What is the nature of the punishment which feeble-minded drunkards are subjected to if they do not comply with the rules?—Isolation, if necessary.

666. Is that under rules of the Secretary of State?—Yes.

667. Anything else but isolation?—Yes, the dietary punishment, which we do not use more than we can help.

668. In the Retreats, which I understand are apparently kept by private venture, what occupations is there for the inmates?—It is not compulsory there?—No, it is not; that is a very weak point in the whole thing.

669. Does the absence of power to occupy the persons who have voluntarily entered militate against their chance of success?—Of recovery, certainly. I should say that we have in some measure remedied that by making a regulation giving some Retreats—those who ask for it—the power to enforce labour.

670. With what result?—Fairly good result.

671. With what power to enforce that order?—That is the difficulty.

672. Any?—No, practically none.

673. (*Mr. Byrne.*) For breach of rules there is power.

674. (*Mr. Greene.*) What is the punishment?—Prosecution, which licensees object to.

675. To take him out of the Retreat and prosecute him before a Magistrate for not complying with the rules?—Yes.

676. Has the Magistrate the power to fine or imprison?—Yes.

677. So the result would be, he would be sent from the Retreat to prison for not obeying the rules of the Retreat?—Yes.

678. Then he would have to be returned to the Retreat, or does that discharge him?—Returned to the Retreat.

679. Have you any suggestion to make with reference to the feeble-minded people, as to their treatment in the uncertified houses—any suggestions to make for providing the sort of treatment that might ensure to their benefit?—Are you speaking now of voluntary Retreats?

680. Voluntary Retreats?—It is a very difficult subject, because so long as the admission is a purely voluntary one, the more stringent you make the regulations the less likely you are to get people to enter. If we made labour compulsory in the best Retreats (and they should be in the best as in the others), then the classes that those Retreats are established for would not go in.

681. In point of fact, if well-to-do people now knew how monotonous and disagreeable it is to have no occupation and to be associated with the sort of colleagues they may meet, you would find difficulty in getting them in now. Does the result of your experience lead you to think that the system of voluntary entrance is undesirable?—It is insufficient. It is desirable to retain the voluntary power of admission on application, but it should be supplemented by compulsory power applicable to persons who refuse to enter voluntarily.

682. I want to know something about the cost. Can you tell us at all what the expense is of detaining people in Retreats? I think you told my friend about the cost of Reformatories?—That depends entirely on the class of Retreats.

683. (*Mr. Hobhouse.*) I only touched the question of the expenses of the central office.

684. (*Mr. Greene.*) We will deal first with Reformatories. What is the cost of maintaining an habitual drunkard in a State Reformatory?—About 20s. per week; but only a few cases (the most violent) are detained in State Reformatories.

685. Does that include the establishment charges that you were asked about just now?—No.

686. Over and above that there may be any departmental charges in connection with the supervision of the system?—Yes, but this is very small. The Inebriates' Department costs about £1,000 per annum, which, when divided by fifty-two, and again by the total number of persons in Reformatories and Retreats, results in a very small amount per head.

687. That is not the total cost to the State?—No.

688. Do you know at all what the total cost to the Exchequer is of these people, making a suitable allowance for the cost of salaries and so on, approval and so on?—No, not without careful calculation.

689. (*Mr. Hobhouse.*) If I may interrupt, you do not refer to the cost of the persons in the State Reformatory?—No.

690. That is only the cost of persons in private Retreats?—Private Retreats are entirely supported by the payment of patients.

691. Does that mean Warwick and Aylesbury?—No. The majority of persons committed to Reformatories are detained in Certified, not State, Reformatories. The managers receive 16s from the State for all cases they detain under Section 1, and 10s. 6d. for all cases under Section 2.

692. (*Mr. Greene.*) I was dealing with the State Reformatories?—There are only two.

693. Those you say cost the State 16s. per head?—No, they cost more because they are only just starting, and there are so few. The staff and the administration arrangements and everything are disproportionate to the number of inmates; they will work out when they are in regular working order at about the rate of convict prisons.

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694. What is that?—15s. or 16s. a week.

695. (*Dr. Donkin.*) I think it is more than that. I think it is 20s.

696. (*Mr. Greene.*) Do you suggest that the expenses of the habitual drunkard reformatory would be anything approaching what it would be for convicts, seeing the greater security necessary in the case of convicts?—You must remember Aylesbury—that is the State reformatory you are speaking of—is for the worst characters committed under the Act, either Section 1 or Section 2. The worst characters committed under this Act are literally the worst characters that ever enter any prison. They are exactly the same individuals who give the greatest difficulty in control and management in prisons, and they want every bit as much precaution as regards safe custody and attendance.

697. What do you say is the cost to the State of the maintenance at the present time of persons in the existing State Reformatories?—I am afraid I cannot tell you off-hand. It would probably be 25s., or something of that sort.

698. Now turn to Retreats. What is the expense to the habitual drunkard or his family, incarcerated in the Retreat?—That depends on the Retreat. Some of them charge as much as £6 6s. a week, others as little as 10s.

699. Are the charges that are made by them in any way regulated or dealt with by the Secretary of State?—No.

700. It is a matter of bargain entirely?—Entirely.

701. What is the lowest charge you know that is made, so as to enable persons to be sent under the Prevention of Cruelty Act?—10s. a week. Before you leave the question of expenses, you have only asked me, so far, with regard to the very serious cases, which are the most expensive, dealt with under the 1898 Act. You have not asked me anything about the expenses of Certified Reformatories.

702. That is under the Lunacy Acts?—No, under the 1898 Act. There are two classes—the State Reformatories, and the Certified.

703. I am much obliged to you. Now deal with the expense of the Certified?—They are really the important ones, because for every habitual drunkard detained in a State Reformatory there are at least fifteen detained in Certified Reformatories

704. Kindly tell us the expense with reference to the certified establishments?—The majority of inmates last year, excluding establishment expenses, including management and all other expenses, were detained at 14s. 6d. a week.

705. (*Mr. Hobhouse.*) Excluding what?—Excluding provision of accommodation.

706. Structural?—Yes. I must divide my Certified Reformatories into certain groups to do this. For instance, it is quite unfair to consider in any way the new Lancashire Institution, which will hold 200, and has only got thirty or forty people in it, also the London County Council Institution is more expensive than the others; that is about 17s., I think. Then one small institution, a philanthropic one, conducted by Lady Henry Somerset, takes a few committals under the 1898 Act. Their expenses are rather high, but then they do not mind, they supply the deficit, but the majority of reformatories—that is five or six—detain the large majority of inmates; they are doing it at 14s. 6d. a week, and of that the State supplies 10s. 6d.

707. (*Mr. Greene.*) They have to return their expenses to the State before they get the allowance from the State?—Yes, they have to satisfy the Accounts Branch of the Home Office.

708. What accounts are rendered by, or can be compelled from, any of the people who carry on these establishments?—The annual statement of all the expenditure which is published in the report.

709. And that is rendered to whom?—That is rendered to the Secretary of State for the Home Department.

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710. Have you any means of forming an opinion as to the number of persons who, according to your view, ought to do be incarcerated as feeble-minded habitual drunkards ?—Yes. I will put in my Report for the year 1903, which contains full details on this matter.

711. What is the accommodation as regards cells or beds, whatever may be the proper description, in the two State Reformatories ?—About ninety at Aylesbury and thirty-one at Warwick.

712. How many are there actually at Aylesbury ?—Forty-five inmates.

713. And at Warwick ?—Twenty-five inmates.

714. In certified establishments what is the total accommodation at present existing ?—The total accommodation is about 800 beds.

715. What is the total amount actually ? — 816 beds.

716. Just over 800 ?—Yes.

717. As regards the Retreats, what is the total accommodation that is known to exist ?—Six hundred and thirteen beds.

718. Six hundred and thirteen beds available ?—Yes.

719. And how many in use ?—I am afraid I cannot tell you that.

720. Approximately ?—Approximately about 550, I think.

721. In point of fact, at present we have more than sufficient accommodation for the supply ?—Yes, but not more than provides a working margin; as a matter of fact we are just adding to our accommodation.

722. (*Dr. Donkin.*) I think you said in the early part of your evidence that about two-thirds, or at least more than half, of the numbers committed under the Act of 1898 are irreformable by reason of being feeble-minded ?—Yes.

723. Is it your experience that any large number of those irreformable cases, some of whom are fairly quiet in behaviour, and some not, have suffered from what is known popularly as the drink crave; is there much trouble with them in that respect ?—No, there is not much trouble.

724. Then in your opinion I suppose it may be inferred that the majority of those dealt with under the Act of 1898, are not primarily inebriates, but are primarily feeble-minded ?—A great many of those are primarily feeble-minded,. They are not habitual drunkards in the general acceptation of the term. Their drunkenness is only one evidence of their feeble-minded condition and comes out in this way; one or two glasses of beer would make them practically mad and dangerous without getting actually drunk.

725. They show their feeble-mindedness in other ways besides that of yielding very readily to the temptations of alcohol ?—Yes.

726. In their conduct I mean ?—Their conduct, yes.

727. Then you would agree with the suggestion that Certified Reformatories are not the proper places to which to send the majority of cases that are sent ?—There is no other place to send them to.

728. No, but it would not be an ideal place ?—Yes, it would be quite as ideal as any place you could imagine if the reformatory was adapted to the classes to be detained; it is merely a question of classifying reformatories. If you are going to get the irreformables, classify them in an irreformable institution—an institution for irreformables.

729. I mean a large number of these, according to your experience, are irreformable; that is, irreformable not only from drink, but from other faults, the result of their feeble-mindedness. Therefore, it is fair to infer that a reformatory for inebriates is not the ideal place to send them to. Am I right in saying that ?—Yes, if it is your desire to exclude all feeble-minded persons from Inebriate Reformatories.

730. You suggest that these people are really mentally defective ?—Yes.

731. Many of them, in your opinion, congenitally so ?—Yes.

732. Do you suggest that they should be permanently interned—permanently detained?—Permanently detained, with periodical chances of showing whether or not they have recovered.

733. They should be either indefinitely or permanently detained ?—I should like to see them sentenced for three years, and then have a chance of seeing whether or not they have recovered and, if not, then have another term.

734. Is it in your experience that the reformable cases are soon recognised as such ?—Yes, very soon—two or three months.

735. In the reformable cases do you think as a rule a three years sentence is too long ?—No, because a three years sentence allows two years of detention and a year on licence. I do not think such a sentence is too long, because you need not keep them under detention as long as the sentence lasts, but as long as the sentence lasts you have control sufficient to renew the detention if they fail.

736. You are of opinion, after your very large experience now, that the majority of those who are admitted to inebriate reformatories under this Act are primarily feeble-minded, or imbeciles, and not primarily inebriates ?—Yes.

737. (*Mr. Hobhouse.*) I want to get one question cleared up. I take it you explained to myself the full meaning of Dr. Donkin's question. It is that these people drink because they are feeble-minded, and they are not feeble-minded because they drink ?—That is so.

738. (*Mrs. Pinsent.*) I want to ask you whether if these feeble-minded inebriates had been detained earlier in life they would have become inebriates—if they had been placed under control earlier ?—Very probably not.

739. Could you tell us at all what the cost of the land and buildings of the New Lancashire Asylum Reformatory was ?—It is very heavy indeed, about £80,000—perhaps I am over-estimating it.

740. Can you tell us what this works out at per bed ?—About £700.

741. (*Mr. Byrne.*) I would like to ask another question in continuation of the questions Dr. Donkin put to you as regards the irreformable feeble-minded people whom you have now in Reformatories, and whom you cannot licence from Reformatories, because you know they will get drunk as soon as they get out again, but keep practically sober until the whole of their sentence expires. Are you satisfied with the state of the law which compels you to let them out at the end of the sentence into the hands of the police ?—No, I am not.

742. Would you recommend that anything else should be done ?—Yes, I recommend that they should be allowed out on licence.

743. Even after the sentence has expired ?—Yes; but of course that cannot be done at present.

744. But you recommend that an alteration of the law should be made which would enable them to be let out under supervision ?—Yes, and brought back if they reverted to their habits.

745. Are you aware of the provision under the Juvenile Industrial Schools Act, a recent enactment, which says that children there detained up to the age of sixteen shall in future be, up to the age of eighteen, under the supervision of the managers ?—Yes.

746. Would you like some law which said on the issue of a certain certificate, or on the Secretary of State being satisfied of such a thing, that inebriates should be under the supervision of the managers for a certain time ?—Yes, or some person appointed by them.

747. Or what alternative would you suggest to merely releasing these people to the gutters and the policemen again ?—I know of no alternative but licence under supervision. Everyone we send out of Aylesbury, for instance, is quite unfit for liberty.

748. At the end of their sentence ?—At the end of their sentence.

749. What do you recommend to put an end to that ?—Why not some arrangement like our present licensing system; under practically those conditions ?

750. That they should be kept under the supervision of the managers with power of sending to the reformatory for an offence ?—Yes.

751. Would you consider that that is called for and would meet the case ?—Yes.

752. Admitting, of course, that it might, in the case of these hopeless people, result in practically continuous detention ?—It would result in practically continous detention, which would be extremely desirable.

753. But you think that is called for. The same reasons which justify the taking of these women from the streets and putting them into institutions justifies keeping them there, to your mind, if they are not reformed ?—Yes.

754. (*Mr. Chadwyck-Healey.*) I should like to ask one or two questions. First about this word "dangerous" that we have heard several times to-day. I put a question to you, and I think you told me, that you thought the defective class of which we have been speaking to-day were dangerous to society. I want to carry that a little further. You told Mr. Hobhouse they were dangerous in one respect—violence to other people—and you told him they were dangerous in the sense that they spent other people's money which they had no right to spend, but I will ask something further than that; in your experience is it or is it not the fact that if they are out of control they go to swell the criminal classes ?—Certainly, no doubt whatever.

755. Being women, and not under control, they go to swell the immoral classes, of that there is no doubt ?—No doubt whatever.

756. Is there any difference of opinion in your profession about that ?—I do not think so. I think it is self-evident.

757. Do you think that is fully appreciated by the public ?—No, I do not think it is.

758. Does that operate in your mind as, to some extent, a reason for giving greater control over these people ?—Very strongly.

759. Supposing a man has arrived at the time when he should be discharged from the reformatory, at the end of his three years, say, and you know he is one of this class, he is to be set free—he then becomes dangerous, I take it ?—Yes.

760. Have you any suggestion that you can make for preventing him becoming dangerous as soon as he gets free, whether by certification or anything else, putting him back under control ?—I think we came to some conclusion a few minutes ago about that. I was suggesting that the same arrangements which now exist for licensing of inmates during their sentence should be extended to afterwards.

761. I will ask you to be kind enough to tell us what is the form of licence. What are the particulars of the licence ?—At any time during the detention of an inmate the managers may grant permission to that inmate to reside out of a reformatory in charge of some responsible person who will undertake to report monthly as to the inmates' condition and notify the managers should that inmate at any time break the conditions of the licence. The main condition of the licence is, total abstinence from intoxicating liquor.

762. If I may follow a little further the weak person who has just been discharged on licence, we will assume that he has been discharged from a reformatory, and he is in the charge of some person, I suppose a relative or someone else ?—Yes, or we sometimes get them into situations, then the mistress or employers have charge of them.

763. There is nothing but a promise I suppose on the part of these people ?—But we also inform the police of the district.

764. So that that person, no matter in what sense he has been discharged, would be in your view almost perpetually under license unless he came within the criminal law again ?—Yes.

765. That is your view ?—Yes, that is my view.

766. To go to the other class, not those who have been convicted, but the class of defective who will not volunteer to enter a Retreat, and who do not come under the provisions of the Act of 1898, how would you propose to get to them. You would have to search them out to begin with ?—They do not require very much searching out as a rule, they are too evident. During my experience hundreds of cases have come to me—wives have come to me to know what can be done to their husbands, they are making their home absolutely impossible to live in, they have spent all the money perhaps, and so on. That is one way where hundreds would come, by the complaint of relatives who are being injured by their condition. There would be no difficulty in finding the cases, but the difficulty is to deal with them. The question immediately asked is, "Will the persons consent to detention ?" The answer almost invariably is, "No, certainly he will not submit to any control whatever. He is not going to be taken away from his drink—not likely" So that one is powerless to do anything. The only suggestion I could make would be the introduction of laws similar to those which exist in other countries, some of them being I think quite workable.

767. Can you refer us to any of those ?—Yes. The type of law which exists in South Australia, Victoria, Queensland, New Zealand, and Tasmania for the compulsory control of non-criminal inebriates will serve as examples. They are practically similar. The South Australia Act will serve our purpose as a type of all. "Upon the application of any relative or friend of any person addicted to the habitual use, in excess, of intoxicating liquor, any Judge, special Magistrate" (stipendiary I suppose) "or two Justices of the Peace, may upon proof to him or them of the reasonableness of the application, summon such person to appear before him or them on a day named, to show cause why such person should not be committed to a Retreat. If upon the hearing of such summons in the presence or the absence of the inebriate it appears that by reason of his abuse of intoxicating liquor the person summoned is unable to control himself or is not supporting his family or is incapable of managing his affairs or is dangerous to himself or to others, or is suffering under or recovering from delirium tremens, or chronic alcoholism, or is in imminent danger of death from the continuous use of such intoxicating liquor, and if two medical practitioners certify in writing in the form of the Schedule C hereto or to the like effect that such person requires curative treatment, the Judge, special Magistrate, or Justices may make an order authorising the apprehension of such person, his conveyance to some Retreat, and his delivery to the superintendent or other proper officer thereof, and his reception, detention, and curative treatment therein for any term not exceeding twelve months, or such summons may be dismissed with costs as against the applicant." That is one type. Many of them are practically similar. There are others of "Guardianship" type. Section 5 of the New South Wales Inebriate Act of 1900 will serve as example: "Where it is proved to the satisfaction of the Supreme Court in its Lunacy Jurisdiction, or a Judge thereof, that any inebriate, the subject of an order under this Act, is incapable of managing his affairs, the Court or Judge may make all proper orders for rendering the property and income of the inebriate available for the payment of his debts and for the maintenance of himself and his family; and may make orders for the care and management of his property in all respects as if he were an insane person within the meaning of the Lunacy Act, 1898; and may, if necessary, appoint any person, either with or without security, to undertake the care and management of his property under the order and directions of the Court. The person so appointed shall, subject to the said orders and directions and to the rules of the Court, have the same powers and be subject to the same obligations and control as a Committee of the estate of an insane person, and the powers and provisions contained in the Lunacy Act, 1898, relating to the management and administration of the estates of insane persons shall apply to the estates of such inebriates." Guardianship laws having practically the above effect exist in other Colonies, in many of the American States, and on the Continent.

768. There is one other question that I ought to have put before. Is it your experience, or the experience of the profession, that this class of defectives are likely to transmit vice to their children ?—Yes.

769. Do you find that this class of persons are, if I may use the expression, sexually strong ?—Yes.

770. And with a strong tendency to immorality ?—Yes, very.

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771. (*Chairman.*) I only want to clear up one point. I asked you with regard to the powers of detention. You said at present a Magistrate was only able to commit compulsorily for six months to a prison, and you thought he ought to have the power of sending an individual to a reformatory?—Yes, that is, without consent.

772. Of course you do not advocate that it should be merely for six months?—No.

773. It would require a much longer time?—Yes.

774. That was partly in my mind. What was also in my mind is another matter; whether it is advisable to give power of very prolonged detention to these Courts, whether it ought not to be exercised by a higher power—Quarter Sessions?—I can only answer that question by my experience so far. We have had now, up to the present date, 1,330 cases. I only know one where there has been the slightest doubt about the justice of committal: Curiously enough, that doubtful case was sent by Quarter Sessions.

775. Are you of opinion that you ought to have greater powers with regard to the licensed Retreats?—I think the same powers should be strengthened.

776. Powers of supervision I am speaking of—or are you satisfied with the powers you have got?—I think if the power of licensing were transferred to the Central Authority, that would give us all the powers we wanted, because we could easily say, "We will take your licence away if you do not do" this, that, and the other. At present we cannot do that.

777. I think you told us you could not say whether there are many Retreats and homes which are not certified?—I could not tell you how many. I should say there are thirty or forty, perhaps more, other than licensed Retreats.

778. Throughout the country?—Yes.

779. I take it that you are of opinion it is exceedingly desirable that these should be brought under control?—Yes, exceedingly desirable.

780. Do you want to say anything with regard to the sexes—you have occasionally used the male and occasionally the female definition—with regard to the prevalence of drinking as between the two sexes?—I do not think the fact that we get more committals of females is any criterion as to the relationship between the drunkenness of males and females.

781. There is one other question with regard to your powerlessness to commit to licensed Retreats. I take it that they are not for the poorer classes?—No.

782. They are paying?—You can get into some Retreats for 10s. a week; that is the best we can do.

783. It does cost something to get them into a Retreat as against the State Reformatory?—Yes.

784. Your power there, I take it, is that among the class of persons that go to these Retreats, the fear is that they may be committed or re-committed to the State Reformatory?—Yes, if they have made themselves liable by the committal of scheduled offences.

785. That is a very tangible power that you have?—I do not quite understand your question.

786. I gathered that you were suggesting that you had not sufficient power, even for detention, I think, but of committal to licensed Retreats. My point is that the committal generally is in the first instance to a reformatory.—We cannot commit to a Retreat at all; that must be by voluntary application.

787. You then license, so to speak, the individual to a Retreat, and the power you have over him there, is, that if he does not comply with your rules and regulations he is liable to be sent back to an institution which he is desirous of getting away from?—We have had some people in good position committed under Section 2 of this 1898 Act, persons who were obviously too good to keep in any reformatory along with the ordinary class of inmate. In that case we have licensed them out to a Retreat very soon after committal. If they do not behave themselves there they must go back to a reformatory.

788. I thought that was your point. I was going to ask whether you could put in for us a classified list of the reformatories, and these licensed Retreats?—Yes, I will put that in, it will be found in my Report for 1903.

789. (*Mr. Hobhouse.*) You told us that these persons, if they were turned out of the Retreats—I used the word broadly—are liable to become criminals?—You mean reformatories?

790. Reformatories or Retreats. If they passed beyond your control they are liable to become criminals?—Yes.

791. Have many of them been convicted before they have come under the control of the Act?—May I put this in (*handing a document*). There is an instance of a case—a life history of a woman, showing under-lined in red the number of times she has been convicted of crime.

792. This is interesting as an example. May this be taken as an average specimen?—It is perhaps a little worse than the average, but the majority of them have been convicted time and again.

793. Are those crimes of which they have been convicted mainly drunkenness, or are they what you call habitual criminals?—No, they are mainly crimes committed either under the influence of drink, or where drink is a contributing cause to the offence.

794. And they may be rather described as offences than as crimes?—Wounding and assaults and these things—those are the sort of crimes I mean.

795. So that it would not be a departure into crime, but it would be a relapse into crime?—A relapse into drunkenness, which causes crime.

796. (*Mr. Burden.*) In answer to Mrs. Pinsent, just now, you gave us the cost roughly, the approximate cost, of the Langho R formatory. I should not like it to go down on the Minutes as the average cost of reformatories. Perhaps you would not mind telling us whether that is, or is not, anything like the average cost?—Excluding Langho and excluding Farmfield, the two County Council Reformatories the average cost of establishment, of all other institutions, works out at about £119 a bed.

797. In answer, just now, to one of the Commissioners, you said that you proposed the establishment of Reformatories for irreformable cases, that should be similar to asylums. You did not mean to suggest that they should be as expensive buildings as are usually put up for asylums?—No.

798. You meant more like workhouses or even less expensive?—Yes.

799. Something costing more like the average cost of those Reformatories you have just referred to?—Just so.

800. (*Chairman.*) We are very much obliged to you.

The following documents were handed in by Dr. Branthwaite, but none of them have been reprinted in the Blue-books of the Commission:—

A copy of Appendix E from the Report of the Inspector under the Inebriates Acts for the year 1902.

The Report of the Inspector under the Inebriates Acts for the year 1903.

A Collection of British, Colonial, and Foreign Statutes relating to the Penal and Reformatory Treatment of Habitual Inebriates, 1902.

FOURTH DAY.

Monday, 5th December, 1904.

PRESENT:

The Most Honourable The Marquess of BATH (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq. K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN
W. H. DICKINSON, Esq.
C. S. LOCH, Esq.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.

T. TREVOR WHITE, Esq. (*Secretary*).

Miss MARY DENDY, called; and Examined.

Miss Mary Dendy. 5 Dec. 1904.

801. (*Chairman.*) We know you have great knowledge and experience on the subjects of our Enquiry, and we shall be glad if you will kindly inform the Commission, so as to get it on the Minutes, what positions you have filled?—I am a member of the Manchester Education Committee; I was a member of the late Manchester School Board; I am the Honorary Secretary of the Lancashire and Cheshire Society for the Permanent Care of the Feeble-Minded. I was on the School Board for about two years before I took up this work, and in 1896 I became impressed with the great number of feeble-minded children who were in the Manchester schools and not being in any way taken particular notice of. I began to make inquiries then as to what was being done in other parts of England, and I found that in London and five other towns at that time there were special classes for mentally weak children. I should like, if I may, to stipulate here that in every case where I use the word "feeble-minded" or "defective" I am stipulating for the English sense of the word, and not the American. In America, "feeble-minded" covers the whole range of imbeciles and idiots from the lowest grade to the highest; but in England, for the purposes of the Education Act, "feeble-minded" does not include idiots and imbeciles. That is the sense in which I use it in speaking.

802. I believe you made a personal inspection?—I made a personal inspection. I asked for a list of all the children excused from school attendance, and visited those cases in their own homes. Our city was not then so big as it is now. I found thirty-two cases out of forty-seven whom I visited in their own homes who were hopeless idiots and imbeciles. They were in a very deplorable condition indeed. In one case a boy of fifteen was locked up naked in a room by himself, howling like a wild beast. In several cases the children had been put to bed and left there, the clothes having been pawned as soon as it was found the school attendance officer would not call to compel school attendance. In two or three cases I found exceedingly good parents, who have pleaded very hard to have something done for their children. I then took this list of cases to our School Board, who sent a deputation to London. We came up and saw the London Special schools. Dr. Shuttleworth looked through all this list of cases for me. He did not see the children; he read the notes I had made, and suggested various ways of dealing with them. After we had seen the work in London we passed a resolution that we would take action. We did not go any further. We then tried to collect evidence from school teachers. We did not get any very definite evidence either for or against special classes. Then I made an inspection of all the Board School children in the town.

803. How many?—39,600. That was about half the number of children, the remainder being in Voluntary schools. There were 39,600 attending Board Schools in those days, and about 40,000 in Voluntary schools. We did not see the Voluntary school children on that occasion. We have now in Manchester 104,000 school children.

804. Did you go outside Manchester at all?—Yes, I went outside at the request of a large Non-School Board district to inspect all the children in their schools.

805. Might I ask which district?—Eccles and Patricroft, lying to the North-East of Manchester; they are really suburbs, but it is a large Non-School Board area. From my 39,600 children I picked out 525 as being abnormal in some way or other. I took a School Board officer, an intelligent man, with me to the schools, and wherever a child appeared abnormal in its response, which is the one thing about which one can judge, I made notes on its peculiarities whilst he took down the child's name, address, age, and standard. The standard in which the child is, is very significant, but it does not always tell, because a child is not infrequently moved up when it becomes too obstreperous to be in the lower classes. I took the report on these children, which took some months to make, to our School Board. The School Board then said I did not know anything about it, which was perfectly true in a sense, and they said if the matter were referred to a medical man we should probably weed out a great number of these cases. We were fortunate enough to get the assistance of Dr. Henry Ashby, of the Children's Hospital in Manchester. He is our first consulting physician on the question of children's diseases, and he most kindly consented to see all these selected cases.

806. Who selected him for this purpose?—He did it voluntarily at that time; he was not appointed, he was authorised by the School Board to do it.

807. At your request?—At my request, or rather at the request of a medical man on the School Board. We did not expect to be able to get him, but we thought he would point out a man who could do it efficiently, but he was keenly interested, and he gave a great deal of valuable time to seeing to these cases, and he gave us a written report on every case. We saw 500. At the end we were four children short. We sent for those children to the Industrial School. We asked them to send along the naughtiest children they had. Those children were not defective in intellect nor were two others. So we had 494 cases; those were all defective in intellect, every one of them.

808. Were any of them certifiable?—Yes, a considerable number of them, but they were not certified. At that time, and even to-day, there are a considerable number of certifiable children in schools. That comes later. We could not get them certified, but we did get two or three sent to an asylum with very great difficulty. On that report the School Board took action and has built schools.

809. When was this?—In the winter of 1897-8. We opened our first school two and a half years later.

810. A Special school?—A Special school. We have three Special schools and are about to open a fourth, but they will not deal with anything like the number of children.

811. Will you give us shortly the same statistics for the two outlying districts which you examined?—In that instance medical men in the neighbourhood were interested, and they asked if I would make a similar inspection of the outlying district. I think there were 4,000 to 5,000 children in Voluntary schools there. I visited 4,860 children, and I selected from those children 149. That was in 1898. Those were seen by Dr. Cox for Eccles, and Dr. Race for Patricroft. A number were very bad cases indeed. The

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percentage came out higher in those districts, and that was accounted for by the fact that there was one large Roman Catholic Refuge to which waifs and strays belonging to that persuasion were sent from all over England. In one Roman Catholic day school connected with the Refuge I found forty more or less imbecile children, which was a very large number to be found in one school.

812. How many of these 149 were eventually passed as feeble-minded?—They were all passed as feeble-minded or imbecile, every one of them, by two very able medical men.

813. In your opinion are there a large number of mentally defective children in England?—A very large number, far larger than people generally suppose. In Manchester we get quite 2 per cent. of the school-going population feeble-minded, and I have no reason to suppose that we are at all worse off in Manchester than they are in any other places. I believe in the country districts, especially Essex and the Isle of Wight and Somersetshire, the percentage would be found to be considerably greater. It does not make so much impression on people because the cases are isolated, but the percentage is very great.

814. I was going to ask about the percentage of boys and girls?—It is in the proportion of about three boys to every two girls. I have a list of 1,356 cases, almost all of which I have seen, but all of which have been referred to me in one way or another. Of those 612 are boys, 197 are men, 365 girls, and 182 women. The fact that we keep more note of the women accounts for the percentage of women appearing to be larger in proportion than the percentage of girls. The men are more lost sight of. Of those 1,356 cases, 1,134 belonged to Manchester and the immediate neighbourhood, and I am perfectly aware that we have not anything like exhausted the number of children. We have a great many more yet to come in. In that longer list, 1,356, I have had to take hearsay evidence in some cases, but of the 1,134 all the cases have been seen by a capable medical man; very nearly all of them have been seen by Dr. Ashby. It is really 222 who have been referred to me from other parts of the kingdom.

815. Do you think the boys and the men are as dangerous as the women and the girls?—Quite as dangerous. We have been taking a great deal of trouble to arrive at the family histories. It is a very difficult thing, because a great many of these people cannot tell the truth, and a great many of them who could tell the truth, will not. It is only when you come to know them pretty intimately so that they will come to you for help in trouble that you get to know the facts. I feel myself that Dr. Ashby is exceedingly able in getting at them; he being physician to the Children's Hospital, he has acquaintance in other ways with a great number of the poor mothers. I attend all his examinations of defective children, and in one way or another, we do arrive at a large number of family histories. We find the trouble quite as often handed down through the father or the father's side of the family as through the mother or the mother's side of the family. Apart from that we have this question; we generally know quite definitely when we have the children to deal with who are the children of feeble-minded mothers, but we very often do not know when we get the children of feeble-minded men. They do not come under notice in the same way as a woman—at every crisis of life the woman comes under notice, but the man does not. As criminals and as paupers and as parents I consider that men are quite as dangerous as the women and very nearly, if not quite, as suffering. It is a pitiful story, the story of the feeble-minded boy who leaves school at the age of fourteen say. He cannot take up any skilled work, but he can get work as a rule, and does get work. That leads some people to think, "we have placed so many of our children, they are all right." The lad gets work. I have a boy in my mind. His grandfather took him to a place where he himself worked. There were wheels and bands going round the wheels, and the boy would put little bits of his clothes or string in to see them go round. No employer would take that risk, and he was discharged. His grandfather bought him a knocking-up round. He could do that, but he knocked up all the wrong people. Then he passed on to carrying coal. He could take the coal out, there was no reason why he should not, in a wagon, but he put it all in the wrong yard. These children always take a great liking for animals, and he would let out any dogs, cats or pigeons that he found, to play with them. He was constantly in trouble on that account. That boy passed on to the Royal Albert Asylum—he was not an imbecile, nor an idiot. He will be discharged quite shortly, quite as little able to look after himself as when he went in, though he will be better trained in manners and habits. The best that happens to lots of them is to be selling papers and so forth on the streets. They then get into gaol and are convicted and discharged, and that goes on over and over again. You get men convicted perhaps forty times in the course of a very few years, and they end up, after a short life generally, by leaving behind them a family to carry on the tradition.

816. Are there many moral defectives?—Not nearly so many, I think, as is generally supposed. We have made a special note of this; we do find them, and no doubt they are specially difficult. But the fact that these children are criminals does not at all mean that they are necessarily morally defective. They get into trouble because they will do any bad thing that is suggested to them, just as we find in good conditions they will do any good thing that is suggested to them. I have under my care at this moment two who are known as morally defective. The boy, I think, is a moral defective; I do not think we shall ever get him to have any sense of right or wrong. The girl too had had such a terrible history that when we admitted her to our school at Sandlebridge I had to send her papers away so that the younger members of the staff might not see them. After giving us endless trouble for seven months, she turned over a new leaf and now never gives any trouble at all. I believe it was purely circumstances. I believe in a very great number of cases children are set down as morally defective because their circumstances are quite unsuitable for them, not because they have any natural tendency to do anything bad. They just want to be controlled and guided. I do not think there would be more than ten in a thousand morally defective. I think they could be perfectly well managed along with the other defectives. I do not think one moral defective amongst twenty would do any particular harm, they could be perfectly well guided. I think it is a very unfortunate thing to put children into a school which is known as a school for moral defectives.

817. With regard to the Act of 1899, that is permissive in its character?—The Act of 1899 permits the Education Authorities to make provision, and force parents to send their children where provision is made. If it compelled the Education Authorities to make provision there would be a very great saving both of suffering for children and also of time and expense for the Education Authorities. What happens is this: take the Manchester area, the Act is enforced in Manchester, we get a contumacious parent who does not want his child to go to school; all he has to do is to move a few streets further off and he can take the child away from school. Occasionally we lose children in that way. We have no power of compulsion. After you have had a child for three years in a Special school and got it up to a certain point of efficiency, it is very sad that you should lose it when it is just beginning to show some good results from its training. On the other hand, this happens much more often: we are applied to by parents living just outside the boundaries to make an exception and take their child, and we cannot do it. We have not nearly enough accommodation and we cannot take any outside cases. In one way, we do try; we try to arrange for them to move into the area, but their work very often will not permit of that. Then again in the ordinary schools these children are a very distinct danger. In the Eccles and Patricroft district, of which I spoke, the Act is not enforced. I saw a little chap there who the day before I had been there had been into the cloak room and lit matches and set the cloaks on fire. He would do that sort of thing constantly. He liked to see the blaze. He was not incapable of learning lessons; he was learning a certain amount, he was getting on a little. He could not have been called an idiot, but he was a very dangerous boy. Again I know a girl in a school who stole everything and anything that she could lay her hands on; and stole most ingeniously. She was both miserable herself and very dangerous indeed to the other children. Another child the master called my attention to, was a boy of an exceedingly religious turn of mind. If the boys called to him in the playground to say his prayers he would go down on his knees and say his prayers in the playground.

Then they hooted and it was all up; and the master on one occasion arrived on the scene only just in time to prevent his stabbing a lad. One could multiply cases like that where children are a distinct danger to the others. These children are an intolerable nuisance to the teachers. They do their best to get them up to the mark and try to keep a hand on them, but they interfere very much with the routine of business.

818. How would you deal with those defectives? Do you consider that there is any necessity for boarding schools?—Yes. I think that even for those who are not very specially bad there should always be boarding schools, as well as day schools, under every scheme. To me, the ideal scheme would be this: I should like to have the day schools in the first instance, and I should like to see every child who was said by a medical man to be defective (that is an important matter I think to have a good medical man) passed into a day school on approbation. Then I should like to have boarding schools to which children might be compelled to be sent if, in the opinion of the medical man and the teacher, the home life was undoing the school life. I should like to be able to send them there between the ages of seven and eight years in such a case as that. But, further than that, I should like to have these same boarding schools to which every child might be sent between the ages of twelve and fourteen, there to be broken in, as it were, for a labour colony to which they could afterwards be transferred on the opinion of a medical man, to remain for the rest of their days. I cannot see that there would be any great difficulty about arranging it. With the Education Act as it now is, the Education Committees are Committees of the Town Councils, and it would be very easy to have a further Committee of the Town Council or the County Council which could deal with these same children after they ceased to be Elementary school children. There would not be any risk, because if you have a child under observation from seven years old to fourteen, fifteen, or sixteen, it is quite time enough to find out whether there is a real mental defect or not. If they are caught young like that, without any disastrous intervals spent on the streets acquiring bad habits, there is absolutely no cruelty. We have proved that down at Sandlebridge. There is another reason for having boarding schools, and having them certified by the Home Office as well as the Board of Education——

819. You advise having them certified by both?—I would strongly advise it, so that the children might be committed to them. The feeble-minded child at present cannot be committed. They will not have them at the ordinary Industrial Schools or Reformatory and they cannot be forcibly sent to a residential school for feeble-minded boys and girls, even if there were such schools, because the parents may object. I believe the parent cannot object if there is not a day school, but he complies with the law if he sends his child to a day school. Many of the worst cases are cases which, if the child were in a normal condition, we should remove him because of the viciousness of the parent.

820. With regard to the certification, you would not leave it entirely to the Board of Education?—I do not know. If it could be managed so that it could be left to the Board of Education, so that the Board of Education had power to compel, I do not think it would matter. We are just about to build for fifty more. We are going to try to get our new schools, pending the result of this inquiry, certified by the Home Office as well as by the Board of Education, then we think we can treat the children as we could in Industrial School cases and commit them.

821. You would compel the parents to send them?—I would compel the parents to send them where it was thought desirable. The parents of these children are, in a great many cases, scarcely better than the children themselves. Even where they are fairly respectable they cannot, and do not, provide a proper home surrounding.

822. Could you tell us something as to the results obtained by treating children, first of all in day schools and in boarding schools; and I should like to ask in connection with that, what accommodation there is at Sandlebridge?—Perhaps you will allow me to go back a little way again to 1897. When I had seen these children and seen many of their parents I became quite convinced that to treat them only in day schools was, to a very great extent, a waste of time and money. I approached a few influential gentlemen in Manchester and put my case before them, and asked them if they would form a preliminary committee to enable me to take action. They were very good about it, and they did, and we formed a Society which is known as The Lancashire and Cheshire Society for the Permanent Care of the Feeble-Minded, with the intention of getting hold of a certain number of children, and trying to prove that those children in proper conditions could be kept happily throughout their lives without hardship or forcible detention; though we should be very glad indeed to have powers of forcible detention. This Society has about 500 subscribers and 300 members in Cheshire. It owns twenty acres of land, and we have built two schools, one for twenty-five girls, and one for twenty-five boys. We have accommodation there now for fifty children. We have great insufficiency of accommodation. We are about to build another school for fifty children, and the Cheshire County Council has entered into an agreement with us to take their defectives, and they are making us a grant towards our building expenses. We have, further, just arranged to rent a farm which is abutting on our premises, and which will, for some years to come, serve us as an overflow to put the boys in as they arrive at the age of sixteen or seventeen. We do not take in anyone over the age of thirteen. If we had powers of forcible detention we would take them in at any school age; but we find if we want to form their habits we must take them in young, so we take them in as young as we can get them, and we teach them that that is to be their home. The principle upon which we have gone is to hold it out to them as a reward that they may stay there if they are good, and if they are naughty the chances are that they may get sent away. Our boys are now arriving at the age of sixteen, and they have never slept a night off the place since they have been there. Neither boys nor girls show the least restlessness. They are orderly and good. It is rather sad, in a way; you can manage them with a word; they are great big fellows now working in the garden, some of them. We have two gardeners, two matrons, two deputy matrons, two teachers, who teach the boys and girls in common in a little school which we have built outside both houses, and two servants. Besides that, we get a certain amount of voluntary help; and this winter we shall have voluntary help from one of the Manual Instructors from the Manchester Education Committee, who, feeling that nothing could possibly be so good for defective boys as his own work (woodwork), volunteered to come down on Saturday afternoons, and teach these children all through the winter if we liked to accept his services. We shall have them at the benches all through the winter when the more delicate of them would not be able to be at work in the garden. The results of putting these children into boarding schools are simply wonderful. Boys who could not button their own clothes, and could not feed themselves decently when they came down, behave now quite absolutely nicely; they not only button their own clothes, but when the buttons come off they go to their Mother, as they call her, to fetch needles and cotton to put the buttons on. They knit their own stockings and knit all their own vests; they do a great deal of garden work and a great deal of cooking; they are making their own night shirts and, in fact, doing everything that girls usually do. As far as possible we are getting girls to do what boys usually do, so as to afford as much variety of occupation as we can. We have a little more difficulty with the girls, but not on the point of restlessness; simply they are rather more imbecile, taking them all round, than the boys. I have my meals with the children when I go down to stay the night, and they behave at table quite like little gentlemen or ladies, It is quite enough for the matron to say that she will "tell Miss Dendy." It is the utmost punishment really that is necessary, even for the big ones. They are as easily guided as little children, and their delight in the place is delightful to witness. We have pigs, poultry, cows and sheep, and we have had corn and so forth this year. All those who are able put a hand to everything that goes on on the little farm; and every fresh event makes a fresh desire to stay. (*The Witness subsequently sent in some information as to the accommodation provided by the Incorporated Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded, and Plans of the Sandlebridge Special School, which are printed with the Appendix papers on pp. 650 (a) (b) post.*)

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823. Their education is manual rather than book-learning?—At a certain age. I would myself very much prefer to make the training of older children, when it is

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proved that they are feeble-minded, with few exceptions, entirely manual. You struggle to teach feeble-minded children from six to sixteen out of books, which is very hard for a child, and at sixteen the child simply gives up any attempt to learn. The school-room lessons have this advantage, they are delicate children, and they would not be able to stand physical work all day long. We must apportion their tasks to their strength. We cannot give them full-sized wheelbarrows; we have to have wheelbarrows that cannot carry too heavy a load for them.

824. Did you give us the cost per head?—It is about *£27 10s. a year, but we do not pay any rent. I hope this year it will work out at rather less. The average cost in Blind and Deaf Schools throughout the Kingdom is from £30 to £35, but in almost all these cases there would be rent to pay. We have been lucky in getting our land given to us, and we have raised the money to build our houses, so that we own them out and out, and we have no rent to pay. The cost of food per head is 3s. 8d. per week. We feed them very largely on what they grow themselves in the place. They get a little meat, but not a great deal. (*A statement showing the average weekly cost per inmate was subsequently sent in. Vide Appendix papers, p. 650, post.*)

See Q. 1118 1140.

825. Do you think there are many idiots and imbeciles unprovided for?—Yes; I should like, if I may, to hand you some papers which I have prepared, which will give you information on this point. We have been sifting these cases for admission to the schools of the Education Committee. We get great numbers of applications from parents who bring us imbecile and idiot children who cannot be dealt with under the Act of 1899. These are, perhaps, the saddest cases of all. You will find there a list of ninety-five cases, all of whom I know all about, in Manchester. Of those ninety-five cases nine are provided for, that is to say, three are dead, of whom two were burnt to death, and the others are in asylums. One boy is in Winwick Pauper Asylum; he will be there for the remainder of his days. One girl is at the Royal Albert Asylum; her parents are now in great concern to know what they are to do when she is discharged. She is not a very bad case, but she is quite incapable of taking care of herself. Like all the children that go there, she has been trained into exceedingly good habits, but she is hopelessly unable to work without supervision. Another boy is at the Royal Albert Asylum, and his father came to me the other day to ask if I could help him. He is just about twenty-one years old. They sent for the father and told him he must look forward to taking him away. The father begged that they would try to keep him on their farm, but they said they could not do so. He is a great big hulking fellow (he would make two of his father), he is without any vicious propensities, but is as unable to guide himself as a baby. A considerable number of those children are now at home in their own houses, some with very bad parents; and quite a considerable number with very good ones. I have been seeing some, within the last few days, who are added to the list that was got out for me by the accountants the other day, and it has been a most deplorable business. There are children who are blind and deaf and cannot walk, other children who are dangerous epileptics and are a positive risk to their own brothers and sisters; others again who without being a risk are such a tie to the mother that the care which should be distributed over the whole family has to be given to this one particular child. One poor woman told me that she had been sent by her medical man to apply to the Guardians, but the Guardians simply sent for her and lectured her. They told her she ought to look after her own children. One of them told her that he also had a boy who was troublesome; they found it difficult to break him in, but he could manage him, and she ought to be able to manage hers. It is true the child is only between eight and nine years old, but he is a dangerous epileptic; he will stab at anybody; he has two young sisters, and it is only a chance that he has not killed them. He runs out into the street, breaks windows, injures neighbours' children, and the poor soul is at her wits' end to know what to do. We cannot get him into an Idiot Asylum, because Idiot Asylums will not receive idiots. If you try to get an idiot into an Idiot Asylum they tell you, "No, we only want improvable cases, we do not take idiots." You point out that their certificates are all for idiots and imbeciles. It is a very awkward position, I think. As to those ninety-five children, for the most part, there is no refuge for them at all. I know that the same kind of thing obtains in the South of England. I have here a letter from a poor school teacher near London, who wrote to me and told me I might make any use of her letter I liked. She had said her sister had been at Earlswood since she was ten—she is now thirty—and the authorities were writing to tell her that this sister must be taken away, because they wished to use her place for feeble-minded children, and they were not keeping any unimprovable cases. The poor woman does not know what to do; she has her mother to keep; she is only a school teacher, and there is nothing but the workhouse for this woman. It is rather hard. Again, it presses hardly in this way: Supposing a man sends his child to a pauper asylum (with very great difficulty you can occasionally get a child into a pauper asylum—our pauper asylum for boys near Manchester, Winwick Hall, is quite full)—the man is pauperised. I with great effort managed to get an epileptic imbecile in about three years ago, the father is paying 5s. a week, he is a most respectable man, a policeman, but he is a pauper until the boy is sixteen years old, and is deprived of his vote. It seems to me that is a thing that might very easily be altered. I think it is a very great hardship. The suffering of these children, when at large, is really very terrible indeed. They cannot be kept clean or decent or nice and I know quite well there are many cases; I have these ninety-five cases, but there are a great many more. I am only touching the fringe of it, as it were.

826. Along with the compulsion that you, I understand, advocate to the parent to send such children to some institution, would you accompany that with a provision that they should not be pauperised?—Yes, certainly.

827. May I ask by whom these returns were prepared?—I prepared all those returns. Those returns refer to the cases which we have under more immediate notice. The others have been referred and dealt with, more or less, and helped as far as we could help; in most cases not helped. The 500 whom Dr. Ashby first saw are now almost all adults and are on the streets in Manchester; they are probably unemployed to a very great extent; but every one of these 421 cases I could put my hand on to-day. I have here cards on which we have the names and addresses and further particulars of every case that is mentioned there. Most of those cases have been passed through our hands as either accepted or refused for Special Schools, but all of those that have been referred to me privately have also been seen, generally by Dr. Ashby, but always by a skilled medical man.

828. Do I gather that you are in favour of sending all these cases to the Idiot Asylums?—Yes, either that or else we must have other Idiot Asylums; but if we do not send these cases to Idiot Asylums, these rejects, and if the Asylum Authorities persist in their present plan of taking only feeble-minded children, I think they ought also to take powers for permanent detention. It is a bad thing to turn out idiots and imbeciles, but the idiot and imbecile is not such a great danger to society as the feeble-minded. Everybody knows a drivelling idiot when he sees him; but if you take a feeble-minded child and train it over a period of seven years (which is the period at the Royal Albert, I believe at Earlswood it is five, and at Larbert, in Scotland, it is only four years) you can make it look very much like ordinary people. Then he goes out and may be an exceedingly neat-looking, well-behaved kind of person, and somebody or other is ready to engage him; these cases get their work, but in a very little while they are on the streets, and in a very little while indeed they are parents. The risk of training feeble-minded children and then letting them go is infinitely greater than training idiots and imbeciles and then letting them go. I do not care what class Idiot Asylums take if they would only keep them. I think it is immaterial so long as we can send our feeble-minded children somewhere.

829. There would be great risk if the detention is not permanent?—I think the very greatest risk.

830. Should the higher and the lower grade defectives be treated together?—I do not think they can advantageously be treated together. It is done. It is done in Germany. I know one particularly beautiful private school where they mix the grades in a way which we should not do in England.

* The witness wrote on June 23rd, 1906, that £27 10s. was correct at the time her evidence was given, but the result of dealing with a larger number of children is that they have been able to reduce the cost, which in 1905 was a fraction over £20 a head.

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831. What school is that?—I think I would rather not give you the name as it is a private school. I spent the best part of a week in the school. The training is excellent, but I must say that I was impressed with the unfortunate plan of keeping what we should call certifiable cases in the same house with the better grade cases. The tendency appears to be to always copy the worst. We have found that very much at Sandlebridge. If we do get in a child who has bad habits, we have to watch it most carefully, or else all the others will take license to behave exactly as that child does. I think they should be graded into perhaps three classes. I think that there are improvable imbeciles, and I think it would be a pity to put them with unimprovable idiots, who have to be nursed and tended and just minded like babies. Then if you get your improvable imbeciles, I think they should be divided again, as is being done by the Metropolitan Asylums Board, from those who are merely feeble-minded. I think three grades would probably cover them.

832. Would you recommend any special accommodation for moral defectives?—No. I have a very strong feeling that we should not have special accommodation for moral defectives. The moral defective is generally physically and mentally brighter than the others. If you can keep his moral defects in abeyance, he is distinctly advantageous to other children with whom he is put. If you only have one or two and watch them, they can be perfectly well managed with other children. All the children, whether moral defectives or not, require most minute supervision; they can never be trusted. I think it would be a fatal thing to say that any child anything under the age of sixteen was really morally defective, and to send perhaps fifteen or twenty of that kind to one establishment together which is known as an establishment for morally defective children—I do not think they would have any chance. I think it would be a very costly way of dealing with them. I would scatter them up and down through the other institutions.

833. I ask this question because I know that in another class of detention in the reformatories we do find that where we get a boy (I am talking of a boys' reformatory) of this character, that is to say, who is morally bad, he is very apt to taint the whole school?—You see in the reformatories the children are not nearly so closely supervised as they are in the defectives' schools. The probability is that, if you get a child of that type in a reformatory, and he really were a moral defective, he would do better in a school for defectives than he would in a reformatory. I think that these moral defectives are very often punished when they should be treated as invalids. I think that a great many of the cases of violent assaults that we get are due to children who have no sense of right or wrong. It happens not infrequently that they have no sense of pain at all. I have a boy under my care now who has absolutely no sense of pain; he can put his hands on the bars of a grate and he does not feel it. They do not feel when they are inflicting pain and they are not normal. To put them into the reformatory class, or Industrial school class, I think is a mistake. I think they should be treated as cases for detention in a defectives' school. We have a boy at Sandlebridge now, whom I am watching with anxiety. He certainly has no sense of right or wrong, but we manage him, and I think we shall probably manage him quite well.

834. I do not know whether you have any special statistics you wish to offer beyond what you have given us?—I think you have the statistics that I particularly wished to call your attention to. I should like very much to draw your attention to the family history on these schedules that I have put in. We have, where we could, taken out the family history. It does not follow that because we have not got a family history that there is not one to get. (*An Analysis of the Family Histories and of the Special Forms used therefor are printed in the Appendix papers. Vide pp.* 647 *and* 648, *post*).

835. You have some difficulty, I think?—Very considerable difficulty, and in a good many cases we get the family history only when we have known the families over a period of time. For instance, there is a woman who has a child in our school at Embden Street and she positively denied that there was any history of epilepsy or any history of insanity in her family, but when we came to know, we found the woman herself was having epileptic fits every week. She denied it. When she found there was no intention of punishing her or the child in any way, it came out. In another case we got a child—no family history whatever. We had her for a year. Then her first cousin came in, so like her physically that you could hardly distinguish the two. One was the child of the older brother, and the other was the child of the second brother. In that case if we had not happened to get hold of the second child, we should not have known of the family history. The father of the second child died of D.T. Since I had this list prepared I have seen a small boy at Embden Street. There has been no family history given, and he became more troublesome and his people gave as an excuse for trying to get him away from home that his grandmother being also "daft" they found their fighting made it very inconvenient. I daresay it did make it inconvenient. We could not do anything. He is an epileptic feeble-minded boy, and he probably will get worse as his epilepsy goes on. I think you will see in the miscellaneous list a case to which I should like especially to refer. That is a case in which I was told at first there was no family history. It is Case 404 on the last sheet. That is a case of better-to-do people; they are not badly off at all; they can do without earning money. I inquired and I found that the father committed suicide, and one of the father's sisters committed suicide, and another of the father's sisters was an idiot; the grandfather died of brain trouble; and the grandmother was an authoress of some celebrity. The boy has what might almost be called religious mania. He is quite feeble-minded, but very cocksure, very fond of himself; he knows all about everything; and he is very certain that he is right in all matters.

836. It is only fair to the grandmother to add that her people are also supposed to be queer?—Yes, it came on both sides of the family. The gentlemen who referred that case to me, told me that there was nothing amiss with either side. It was just sympathetic inquiry that brought these facts out. I am very sorry to say there is a sister of this boy, who is not feeble-minded, who is in very bad health, and whose mother's one desire is to have her married because she says she would be so happy married. Take the next case; the mother denied any history; she is the wife of a builder; they are very well off. She said there was nothing at all on her side of the family, but one of her husband's sisters had been queer for a bit. She referred me to the family doctor, and he gave us the history: that the mother herself had been in an asylum; her mother was then in an asylum; her sister was in an asylum, and the father's sister was in an asylum. That kind of thing we find over and over and over again. If you look at Case 204, at Sandlebridge, we have there a defective girl. Her father died in an asylum, her father's father died in an asylum, her father's sister died in an asylum, and her father's wife died in an asylum, and her grandmother was paralysed. Then, again, we get 206, who is the boy that has no moral sense whatever. His father was a downright bad lot, and exceedingly religious. That came out very markedly when it became necessary to vaccinate the children. He wrote and told me if God had meant children to be vaccinated, He would have done it Himself before He sent them into the world. We suggested that he should remove Walter because either Walter had to be vaccinated or had to go. He did not want Walter to go, and agreed to his being vaccinated and he said he would pray, in spite of our wicked actions, that smallpox might be averted from the school. That is a typical case of a very low type of parent, with only mania in one direction—a very marked mania in one direction—where the child is feeble-minded. Quite constantly we get a whole family of children; we get three children in a school together. It will be a little while often before we find out where it has come in. The one type of child with whom it does not appear to be quite certain that it comes down from father to son, or from mother to daughter is the Cretin. We do not always find any family history where we find cretinism. The Cretin is the child who has something wrong with its thyroid gland. I have two of those at Sandlebridge. We caught them very young. They came out of a very bright family with very respectable parents. There are ten in the family and those two are the middle children. They were, three years ago, little dwarfs, could not speak, and could not feed themselves. Really they were like little animals. Now they can both read and write. They are growing quite nice and thin; they were as broad as they were long. I do not know that those children will have to be kept. It is rather a question for the medical man to say whether that is likely to be handed on or not.

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837. Your evidence points to the great desirability of making the care of feeble-minded persons continuous and permanent?—That is my feeling very strongly indeed. I believe there is rather a feeling that the public would not stand these children being committed for life, that is to say certified for life, but I cannot see why. I mean there are no risks. The day school could always be used as a sifting school. As a matter of fact, of our 220 children who are in day schools in Manchester there is only one who would be able to take care of herself, and she has no business in the defectives' school at all. She is not quite deaf enough to be admitted into a Deaf Mute Asylum. We have tried hard to save her speech. Every one of those children when they leave school (I hope we shall keep them all to sixteen) will be a definite risk to society. Before they are twenty they will probably have children, and before they are thirty they will probably have had a very big family. There is a woman close to me now: at sixteen she married a man who was known as "Silly Tom," and he earned his living by hawking "War Crys." She has had ten children; there are only two surviving, and both of those are very badly feeble-minded girls. The woman herself is not feeble-minded, but the father is markedly feeble-minded. You get a case where there have been eighteen in a family and perhaps only four or five surviving. Such a case is rather significant considered in connection with the infantile death rate; in these families you find an enormous number of children of whom a great many die, but the surviving ones are the danger. I believe there is rather a feeling if the certificate were made renewable, that is to say, if a child were certified for three years, and then the certificate renewed, that it would be better. It might meet people's views better. I should not care myself so long as they could not get their own discharge, but when you get the case of a woman convicted 364 times, and it is made a note of that she is feeble-minded, one cannot help feeling that it is an extremely wasteful and cruel way to deal with her.

838. From what you have told us with regard to the principal cause of the trouble, you would put it down to heredity?—Almost entirely, I think. It is put down by different people to one of several causes, either to heredity of the same trouble, or epilepsy, or to drink, or to consumption, or to accident. As far as we can trace the cases, accident plays a very small part. Normal children have accidents and get over them, but the abnormal child succumbs—comes to grief. As to drink, I cannot find the very least evidence for drink being the cause of weakness of intellect excepting in so far as it causes accident. Occasionally before a child is born we find in some drunken spree the mother has been injured. We have taken a great deal of pains to find out. It is not always easy to find out a definite history of drink. If the wife and the husband do not get on well together, we can usually get it through one or the other, but if they do get on well together they will not give each other away.

839. Have you been able to trace the family history of these cases?—Of those 421 cases, we have forty-three cases in which is a definite history of drink either on the mother's or the father's side. Of those forty-three cases with a considerable number there is also a definite history of weakness of intellect. On the other hand there is a definite history of great sobriety in twenty-one cases. I have been taking a great deal of pains, with Dr. Ashby's assistance, to try and find out whether drink has anything to do with it or not, and we have very much come to the conclusion (I think when you see him he will tell you so too) that it has not anything to do with it. Weak-minded people drink and so they do every bad thing. There is no evil thing that you cannot persuade a weak-minded person to do. Very often, very little drink makes them drunk, but remove them from the drink and they never betray that craving for it that inebriates do. When I was in Glasgow about this matter, the physician of the Larbert Idiot Asylum there, told me he had seen people in the streets "treating" his discharged idiots by way of being kindly to them, giving them a drink here and a drink there as being the easiest way of being kind to them. I think the most marked evidence of that sort is the evidence in Norway and Sweden. For the last seventeen years, I think it is now, the Gothenburg system has been used in Norway and Sweden, and during that time drink has enormously decreased, but feeble-mindedness is greatly on the increase. Apparently drunkards tend to kill themselves out, but the feeble-minded do not.

840. You have given us your opinions with regard to the results of leaving children at large after the age of sixteen?—I should like to enforce that point if it is possible. Everybody who has either been a medical man amongst the poor, who has been a Poor Law Guardian, or who knows the poor in their own homes, knows how horribly disastrous the results are of leaving these poor souls at large. Anybody can make them do anything. For instance, you get a boy who in school is not doing anything very bad, his master can manage him, he is amenable to discipline. His father brings him to you and says: "My boy is always getting me into trouble, he will steal anything." This is only one case amongst very many; I had such a little chap brought to me and he was quite proud to tell me how he did the stealing. He stole toffee and stole a diamond ring; but never had any good of anything he had taken. He had only been the scapegoat, he had passed the stolen goods on at once. Undoubtedly as soon as he was big enough to be considered a man he would be convicted for some theft like that. I have cut from the newspapers at different times cases in which we have found feeble-minded boys concerned in train-wrecking. In each case the feeble-minded boy has been used by the sane boys to do the actual mischief, and of course he had been the one caught and the one punished. I think one of the most remarkable cases was a case I cut out from a paper—it was a case in Bolton. I should like, if I may, to read it to you. It is typical of the way in which these poor souls are dealt with. Two young men, both tailor's assistants, you may say fairly skilled labourers, earning their living, were brought up for a series of burglaries. "The barrister employed on behalf of James said he could not say anything in excuse or extenuation of the offence and he could suggest no motive. The prisoner had no earthly reason for the series of offences, and the only explanation was that from childhood he had been of an adventurous spirit and that he embarked upon these enterprises more in a spirit of bravado than with any serious intention of profiting by what was stolen. He was not in need, he was not intemperate, nor did he do any betting and he was respectably connected. Mr. Gibbons on behalf of the other prisoner suggested that he had been influenced by J. W. and gave medical proof that he was of uncertain intellect and one who might be easily influenced to do wrong. The judge said he could not at all understand why J. W. committed the crimes. He also told J. W. that whether he were clever or not he must be good. He was committed for three months." He comes out at the end of three months. It takes a fairly clever individual to be good who is discharged from prison with his character gone and nobody to help him, and this poor fellow is not clever and there he is sunk at once to the lowest of the low; probably he will have to go on going in and out of gaol until he ends his days. Yet when one knows what might have been done, how he might at the age of twelve or thirteen have been taken in hand, kindly treated, and given an object in life and given a home or care, it seems too pitiful.

841. With regard to the feeble-minded pauper?—That again is a very serious question. I cannot help thinking that one of the very first steps that legislation from the recommendations of this Commission might result in, is giving Guardians power to detain feeble-minded paupers under their care, and also making it penal to give out-relief to feeble-minded paupers. We all know them. They turn out in the summer, they wander up and down the country and go into the workhouse in the winter. I have myself seen a little girl of fourteen in the maternity ward of a workhouse with her feeble-minded child in her arms. It is early to begin it. She would probably go on till she was thirty or forty. There is in a Somersetshire workhouse to-day a feeble-minded woman with feeble-minded daughters and feeble-minded grand-children all in the same workhouse. Again in Somersetshire the Guardians are giving out-relief in one instance to twelve feeble-minded men, and in another instance to one feeble-minded man who are all living at large and receiving out-relief.

842. What Board is that?—I will find it out for you. In one case it was in connection with Bath. These facts were given to me when I was down in Somersetshire, speaking. I have had to speak a good deal on this subject

from Glasgow and Edinburgh down to Bristol and Taunton. These facts were given to me by interested people in the neighbourhood, who wished very much to put an end to that kind of thing. I got them direct from the Authorities. Then again, the way in which the feeble-minded are treated when they are in the workhouse is not reasonable. You cannot expect to keep anybody decently happy if they never do anything but scrub from morning to night. It is not wise either to keep them all in towns, and it is not wise to keep them along with the sane. If we had labour colonies, say, in Essex, where the land is going out of cultivation for want of labour, these able-bodied men and women might be put down there to live in very great happiness and simplicity, and be a very very small cost. The average cost of a pauper I think is £21 a year, a prisoner £24 and a convict £40 a year. But when you have spent your money, you have done nothing, you discharge your pauper, you clean and wash him, get him into fairly decent habits, and he takes his discharge and then you have to take him in and do it all over again. Probably his only change is from the workhouse to the gaol, but his family will be outside, and in the coming generation you will have the family to deal with. One thing is quite certain, in one way or another all these feeble-minded children come upon the rates, unless their parents are very well-to-do, and can afford to pay. Then there comes in another very great hardship; people who can afford to pay a very great deal —an enormous sum, can get their feeble-minded children taken care of; people who cannot afford to pay anything can send their children to a workhouse or institution, if there is one, possibly; but the man who has a feeble-minded child, and who can only afford to pay from £25 to £45 a year, has nowhere to send him.

843. (*Chairman.*) I think this morning we were dealing, principally at all events, with the children. When we adjourned you had begun to say something with regard to the adult question and also with regard to another phase of our enquiry, that of the well-to-do or non-pauper parents?—Yes, that is a point which I think requires dealing with from several points of view. To begin with there is the enormous risk to society, which is just as great amongst the well-to-do classes as it is amongst the poor. Everything leads one to suppose that there are as many children to be found amongst the upper classes of society who are feeble in intellect as amongst the poorest. So far as I know, no legislation deals with those children in any way at all. They are, of course, an exceedingly great danger. The danger is great in this way: that we get a deteriorating class by constant propagation of the trouble; and then in another way, that very fairly well off people degenerate in their power of keeping themselves afloat and join the pauper classes and they sink gradually down and down and down. That accounts for the fact that we find amongst our pauper imbeciles and idiots, and also amongst our pauper feeble-minded, persons whom you would not at all expect to have in that connection. For instance, I know of a daughter of a clergyman who is under control at this moment, and who certainly ought not to be in any charitable institution. But there she is. Probably everybody will be able to quote from their own acquaintance similar cases. Without wishing to say that there is an imbecile or idiot for every sane person, I very often put it to a very large roomful of people, "does not each person here know of one case," and it is invariably the case that they all know of one case. We get an increase of the non-wage earning, the inefficient, recruited from these very classes. We also get the upper classes themselves deteriorating, morally and physically. I should like to see legislation which would enable medical men in private practice to report upon these cases where they find them, that is to say, it would be what would be called, I suppose, "a notifiable disease," and I should like to see some law made by which parents without necessarily having the children interfered with, should show that they are being properly segregated and taken care of; not merely being taken care of, but segregated also so that they should cease to be a risk. I should like to have it also arranged that wealthy parents, as well as pauper parents, should show that the children were being definitely taken care of throughout the period of their existence. In the course of my experience it has fallen to my lot to come across quite a large number of fairly well off children and in a great many cases if I could have taken them at Sandlebridge, they would have been only too thankful to send them to me. We have always a long waiting list. Sandlebridge was not built for the better classes. There are one or two beautiful schools in England where people who can pay a large sum can send their children, while they are children, to be educated and taken care of. There is one beautiful little school which was started by Miss James of London, called the Little School at Ealing, under the care of Dr. Shuttleworth, where children are taken at the rate of £40 to £60 a year, according to the circumstances of the parents. I think they have about thirty-five children altogether. They cannot take another case. I have seen it, and it is a most beautifully managed place. I do not know of places to which to send children. I am constantly asked, "Will you tell me where I can send my child. I can pay so much and so much." There is nothing but the asylum. If they are not bad cases you can get them into an asylum for a period of years. If they are bad cases the asylums will not look at them, even if they can pay, unless they pay very heavily. (*Miss Dendy subsequently wrote that provision will now be made at Warford Hall for forty better class-boys.*)

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844. What would you do in those cases?—I want to see provision made.

845. That is what I mean; what is your recommendation?—If we had a school managed by the County or Town Council it would be perfectly easy then to arrange for paying patients to be received.

846. Would you make it self-supporting?—Of course, paying, you could. You could make such a school self-supporting if you could take a payment of about £35 a year, if it was reasonably managed. We could make Sandlebridge self-supporting if we could get a payment of £35 a year.

847. That would only apply to the really well-to-do classes?—I have so strong a feeling against multiplying the kinds of institutions that I should prefer that there should be a department in such a school where the well-to-do parents should be able to send their children; I mean respectably well off when I say well-to-do.

848. There would still be the other class left, the non-pauper parents?—Yes, and they cannot pay more than 2s., 3s. 6d., or at the outside 5s. You cannot expect a working man with eight or nine children to pay more than the child would cost him if he lived at home. It is very, very hard for them. I do think that in every single case great care should be taken to make all sane and healthy relatives help towards the support of the children. I think it is a most dangerous thing to offer to take either cripple children or imbecile children without any payment or help at all from the relatives and parents. I think they might be asked to contribute just as, in the same way, we collect money for the blind and deaf. In Manchester we send all our blind and deaf children to institutions. The Education Authority finds out what the income of the family is and takes from the family a proportionate sum—it varies from 6d. to 2s. 6d. We get it pretty fairly well. We do the same for the children who have gone to Sandlebridge, except those who are sent to us by Boards of Guardians.

849. Have you any idea at all of the number of feeble-minded adults?—It is a most difficult thing to arrive at, because until these cases are all known and certified I do not know how we can arrive at them. We have this in Manchester to go upon: six years ago we saw 500 boys and girls who were quite definitely feeble-minded. They are all adults in the eye of the law now. They have very nearly all ceased to be Elementary school children. I think probably Mr. Dickinson's estimate is right. I think it was 100,000 Mr. Dickinson estimated the number at, in all England, of feeble-minded, other than the 110,000 who are under certificate. I think that is probably an inside number; I think there would prove to be more.

850. (*Chairman.*) I think your number was 80,000 if I remember aright, Mr. Dickinson.

851. (*Mr. Dickinson.*) I took it at 100,000 based on calculations from the London School Board.

852. (*Witness.*) Of course, I know that sounds to people like offering them a perfectly intolerable burden to bear, to ask them to take care of anything like 100,000 more than are being taken care of now; but then it is not that. These are not 100,000 who are not being taken care of, but the very great majority of them are persons who are being taken care of in an improper and very expensive way, because the majority of them we should find in gaols or in workhouses or living a very unsatisfactory and hand-

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to-mouth life in the streets, living on charity a good deal on miscellaneous charity, picking up a bit here and a bit there. I feel more and more strongly, the more we experiment, that it would be quite possible, if you got these children at an early age, to put them in a way of earning a very considerable part of their living. Sir Douglas Galton used to say that a feeble-minded man was never worth more than three-quarters of a man. At present the feeble-minded man or woman costs us about three times as much as an ordinary man would. We might at least give him a chance of being worth three-quarters of a man. I believe it will prove ultimately if these people are given work in suitable and proper conditions that the difference between what they cost and what they earn will be the sum that we pay for supervision, because they can do the work. It is not that. It is that they have no will power whatever. You keep a man working, and you have to pay somebody to see that he goes on; to supply, every day, the initial force that will start him on his day's work. You cannot give him a week's work and tell him to do it. That will mean we shall always be paying something, but we need not be paying at the rate of £40 where a very much smaller sum will keep them. We could thin out the workhouses and thin out the prisons and gaols in the most wonderful way if we only might take away those who are weak-minded.

853. (*Chairman.*) In recommending the detention of feeble-minded adults do you consider that there would be any risk of detaining sane adults as feeble-minded ?—I think not the least, if we were careful. Even if we were taking in hand those who are adults now, I think there need be very little risk, because they would come under notice for some peculiarity or eccentricity which would mark them. But if we took them at an early age before they became adults I think there would be no risk at all. They may be admitted to Special schools at seven. I wish we might admit them at six which would be a more reasonable age, and many cases would be better in school at six than seven. Say you have them under observation of the teacher and skilled medical men till they are twelve years old, if a child is going to turn out normal after all it will have shown it in that time, because the tendency of the schools is to try to make them as normal as possible. But if at twelve the child is still a feeble-minded child then the proper thing in my opinion would be to pass it on to a boarding school where at once all the training should become manual, where it should have a very happy outdoor life as far as possible, and it should remain there till the age of sixteen or seventeen or even in some cases eighteen or nineteen, because these children vary very much; some are greater babies at nineteen than others are at nine. You cannot judge the whole by a few specimens. Then, as they really become adults I would have them put into a labour colony, and for preference on the land, because I think that on the land they are happier (you can turn what work-power they have to better account) and I think it would interfere less with industrial problems. It would not have the risk of setting up a protected industry which you always run when you have a large number of people doing work in conditions which are not common to the whole community. If they were under detention, I mean if we had powers of detention, that is the course I should recommend. Whilst we have no powers of detention we are proposing at Sandlebridge to keep them in the same place because we do not want to run the risk of disturbing their associations. If we were to take our boys from Sandlebridge and send them somewhere else they would feel unsettled, and it would be difficult to keep them. As it is I do not believe we will have any difficulty.

854. What are the principal characteristics, or want of characteristics, of a feeble-minded person ?—The main characteristic that is common to all feeble-minded people is a great weakness of will power. The ordinary normal children all have something in common. You can predict pretty certainly of normal children that under certain circumstances they will do certain things; they have some characteristics in common though they vary very much. The only characteristic which feeble-minded children have in common is this great weakness of will-power. That is why it is so dangerous to say that you can deal with them otherwise than as individuals—you cannot make one rule that will apply to all of them; they will do anything that they are told.

855. Does that lead them into crime ?—That leads them into crime constantly. I know one small boy whose step-mother spent nine months teaching him to put his shirt on. He was not at all physically disabled, but every morning she had to tell him to put his shirt on. He did it, he was absolutely obedient, but he could not take the initiative. They will do anything they are told to do. Another little fellow was brought to me, a small boy of six years old; some one gave him a stone and told him to put it through a plate glass window and he did it; for no better reason than that so-and-so told him to do it. Such a boy as that may escape notice in a school; he walks in and out of class quite harmlessly; he is quite a nice little chap.

856. What are they like in their spirits and general behaviour amongst other children. Are they the same ?—No, their response is quite different. Anybody who knows normal children would recognise at once that these children are not normal. They run to many types. There is the chattering type. Some child will begin telling his family history, all he did, what he ate, what so-and-so said, and tell you over and over again, and run through it all in half an hour. Other children are very shy and diffident and stupid; it is difficult to get a word out of them. Others again are extremely aggressive and want to fight anybody and everybody. I remember one boy of that type, a little chap now in a Sheffield workhouse, suffering from a combination of troubles, amongst which is smoker's heart. He is only twelve, but he smokes whenever he can get a chance. The first thing he did when he saw Dr. Ashby was to say: "Got a pipe, man ?" He took a pipe promptly off the mantlepiece. He would take anything and everything. He was a very dangerous type; we could do nothing but return him to the workhouse. A few of them are sly and cunning, but they are not generally the most mentally weak. They are generally purposeless in their wrongdoing and generally very easily put upon, easily bullied, easily ill-used and exceedingly unhappy in ordinary circumstances. When they get down to the school where they are with those of their own type and are kindly treated they become very cheerful and very gentle, a great many of them. We do get one or two aggressive ones, but we can keep them in hand. They often forget absolutely all that has gone before; they have no memories, as a rule.

857. Have you found this at Sandlebridge ?—We have found that at Sandlebridge. We took these children in, all of them, under the age of thirteen; most of them much younger, and we have been gradually breaking them in. Now our big boys and our big girls are just as amenable and gentle as babies, but we watch them. We are always on the look-out for the things that may happen, because animal instinct is always very strong. They have no power to guide themselves. They are as much at the mercy of their animal instincts as they are at the mercy of evil-disposed persons outside. It is a terrible story, when they are left to themselves.

858. What do you anticipate would be the result of segregation and training of feeble-minded persons ?—First of all I think there would be an enormous decrease of suffering for the children themselves. It is pitiful to see the amount of physical and mental and moral suffering that there is for the feeble-minded (idiots and imbeciles do not suffer nearly as much, there is no doubt about that, mentally at any rate); the feeble-minded are as a rule not altogether unaware of their own defects and they do appreciate the fact that they are abnormal; and they suffer horribly. That is one of the first things that I should lay stress on. Physically, if they are put into a boarding school they get very much stronger and that in itself one would regard as not being altogether a good thing unless one was keeping them and taking care of them. If one is keeping and taking care of them, that is all to the good. If one is going to let them go, the more one improves them, the worse. Then, secondary to that, I should put that economically the gain to the nation would be extreme. We should save the waste of money and labour, and gradually, I am sure, it would tend to the extinction of the evil. There would always be sporadic cases, cases cropping up, but the enormous sum of money we spend in keeping these children in improper ways, if it could be brought home to the minds of the public, would convince them that to keep them in a proper way is the only economic solution of the difficulty. We are

wasting so much material, to put it in a very unfeeling way. They are material; they are not worth very much as ordinary human beings, but they are worth something. We are not only wasting all that something, but we are actually allowing it to be at large and do awful harm. I think there would be a very great saving, just looking at it from the mere money point of view, in caring for these children consecutively. I think it would be a great pity to leave any gap between the school age and the period of detention. A third, and perhaps quite the biggest, point is that it would prevent the future deterioration of the race. I thought a good many times when the Physical Deterioration Commission was sitting that this is one of the biggest problems in the whole question.

859. Did that Commission go into the question?—I have not read all the evidence yet. It was just touched upon, but it was not definitely considered. When one considers the whole families out of which these worst cases come one cannot help thinking feebleness of mind is a very great factor. For example. I found, the other day, a woman who had borne eighteen children of whom ten had died—there is a considerable contribution to the infantile death rate. Of her eight surviving children, one is an idiot, and every one of them below the average. All, in my opinion, should they grow up and marry, are very likely to have weak children; because this debility evidently descends from grandparents in families where, in the preceding generation it has only shown in uncles and aunts. If it is in the family it may skip a generation and only come out in the collateral branches. We are proving pretty satisfactorily at Sandlebridge that in proper conditions they need not be very costly. Whilst they are of school age and you are obliged to run a school staff to please the Board of Education, and also to take care of them by matrons and so on, it is more expensive, but when you cease to have them in school rooms and perhaps only have instructors in manual work and so on, it would become much less expensive. We were very much delighted to find at the close of the second year of our farm what the results were. We had to fence, we had to plant, we had to manure, we had to put up pigstyes and to do all sorts of things, and we have taken £117* in cash from our twenty acres. We have had £40 worth of vegetables sent into the house, and we were only £24 out of pocket, which is represented really by the railings and so on that are on the place; and the land was not in good condition when it was made over to us. I believe at the end of five years we shall be seeing quite definite profits from the land. That was allowing for farm wages and everything, and we had not our own horses. We shall soon; and then we shall not have to pay for cartage. I am sure in that way with care they can be made to save and help enormously. It will need great attention to details. Someone must be willing to take the trouble to see that there is no waste. We must have very great simplicity, not have a great many tables in the house—a table for the matron, a table for the teacher, a table for the servants, a table for the children; people must be willing to live altogether as if it were a family.

860. You are aware the caution was given to us in the warrant to consider the question of economy?—Of course it has been brought home to me. If you run a school entirely as a charitable school, and have to get all the money for it, you begin to consider. Besides, they do these things more economically abroad. In Germany you do not find what I call "official indulgence."

861. You have given us, to some extent, what your view would be as to the best way of dealing with this class. If you wish to say anything further, we shall be glad to hear it; I mean as to the best way of dealing with defectives?—I should wish particularly to force home the fact that it really would be an economic saving to deal with them; I mean quite apart from the, to my mind, infinitely greater question of the cruelty—the abominable cruelty—of our present way of dealing with them. It would be economically a very great saving, and I should like to point out to the Commission that we have large quantities of land in England that are going out of cultivation for want of labour. This land could be acquired probably at a very reasonable rate, and powers of detention would be all that would be necessary to enable charitable people or other people to care for these children in suitable ways. We have been trying in a small way to solve the problem at Sandlebridge, but anybody who knows what it means to have to collect £10,000 and then to keep a place of that kind going can see how enormously legislation would help, and how impossible it is for charitable effort to cope with the whole trouble. It does not at this moment occur to me that there is anything else to dwell upon, but I should like to refer the Commission to the work which is being done in Indiana in America, where at the present time they have power to take charge of every feeble-minded female. They have not got power yet to deal with feeble-minded men. It is a very one-sided way of dealing with the question, seeing there are three men and boys to two women and girls. It has worked very conveniently and happily, as far as the women are concerned, in America. They have not taken power to deal with them after the age of fifty, or thereabouts, but, as a matter of fact, it comes to never turning them out because if you get people to the age of fifty, it would be a very cruel thing to let them go. I cannot see why we might not do better. There are two or three special points. There would have to be special provision for epileptic feeble-minded, amongst others. You cannot, with propriety, treat epileptic feeble-minded along with other feeble-minded. We have had two or three at Sandlebridge, but simply because theirs is the hardest case of all. They are excluded from all epileptic colonies if they are definitely feeble-minded; they are excluded from all Asylums, except the Eastern Counties Asylum, if they have any fits, even in the smallest degree, and they can be helped so very much. We have one boy at Sandlebridge who is an epileptic feeble-minded boy. Nine months ago Dr. Eichholz gave leave for him to be taken from the school-room, and work half-time on the land. He was having fits three times a week up to that time, and in the nine months since then he has only had one. He is really now doing nearly half a man's work. There, again, there would have to be, and that must come—I cannot see how you can get on without it—special provision for the unhelpable combinations of diseases.

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862. Would you name what you call unhelpable combinations?—There are the blind feeble-minded. Those are not a large number. Feeble-mindedness does not go with blindness to anything like the extent it goes with deaf mutism. If you find deaf mutes, unless the deafness has arisen from scarlet fever or accident, it is very likely to be connected with feeble-mindedness of intellect, but it is not likely to be connected with blindness; at least, we do not find cases. Then there are the deaf mute feeble-minded who are a very bad type indeed, and there are the paralytic feeble-minded. Almost all those cases want nursing, and they cannot properly be treated in an institution with other children. I think myself that there are not a very great number of them, and that probably one institution would serve all England.

863. Have you any idea what the numbers are?—No, I cannot tell. I only know that in Manchester the epileptic feeble-minded are rather a large proportion. I should think we might possibly find fifty of the other types in Manchester, and, of these, some we could manage. Even the paralysed child can learn to use its paralysed limbs to a certain extent, but you find them, as I saw one the other day, paralysed in both legs, having to be carried at the age of fourteen wherever it went; the brain may not be so very bad, the child may not be absolutely imbecile, but at the same time you cannot do anything in an ordinary school to help it, and you cannot treat it with any propriety in a cripple school. Blind feeble-minded: I know at present of one case: he is a blind deaf mute and very feeble-minded, really almost an idiot. I do not know what you can do for him. You cannot place him anywhere. He is a man now. I have a child at Sandlebridge at this moment who is the daughter of a blind feeble-minded paralytic woman. It is very appalling to think of such children coming into the world at all. I think one central institution might serve pretty well all those children. Some of them do undoubtedly—those with progressive paralysis—find their way into the workhouse wards and lie there and die, in very improper conditions very often. I should like very much to lay again great stress upon making all the sound and healthy relatives take part in the care of these children.

864. Would you define more closely what you mean by relatives?—Brothers and sisters; father and mother.

* Miss Dendy subsequently wrote that the nett profit on the farm for 1905 (15 acres farmed) was £119. This is profit after payment of wages and rent, and purchase of stock to the amount of about £400.

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865. You would make brothers and sisters contribute? —Certainly I would. I think families ought to be responsible for each other. I only know of one case in which this is done; that is to my mind really a typically beautiful case; there is one feeble-minded deformed child, congenitally short of one arm. We had offered to take the child at Sandlebridge. The parents then informed me that every one of their children was putting into a savings bank account to keep that child when she was grown up. They never got even a penny without putting a halfpenny away into this fund, and they would not part with her for anything. But that is exceptional. When we opened our Hague Street School in North Manchester we had to keep the children all day long because they came from a distance. We bring them in an omnibus, and a great many of them stay to dinner. Some of our kind folks said: "These are a very low type of children, and a very low type of parent—we had better pay for the meals out of a free meals fund." I begged them to let it alone, and all those children pay. They are paying throughout this depression. They are paying more easily—it is increasingly easy to get the pence from them. Sometimes we say: "The School Board cannot give you this, but I will give it you this week, and next week you must bring the pennies." It is always forthcoming.

866. You made a suggestion which goes a great deal beyond what is usually recognised, certainly in other classes of contribution, that parents should be compelled to contribute to the support of children, and children to the support of parents is usual, but do you suggest that what I may call the collaterals should be made responsible as well?—I suppose it would be difficult to enforce it, but, morally speaking, I think families ought to be held responsible for each other. That is my view of the question, I do not see why we should have one code of morality for people like this, and another for the upper class of society. The brother or sister of the richer classes would be held to be very remiss who did not try to look after those of his or her brothers or sisters who were weakling, or in any way wanting. I am very much afraid, in dealing with all these cases, of interfering with family responsibility

867. I want to go back for one moment to the remarks you made early in your evidence with regard to the treatment of some of these children. You said you knew one case where a boy was shut up without his clothes, and you found him shrieking, and two other children were kept in bed without their clothes. In other cases you knew they were treated well. Were those in their own homes?—Yes.

868. Have you in the course of your experience come across any homes in which people who are feeble-minded had been placed by their relatives—homes which are not certified and which really detain these feeble-minded persons against their will there, because they have not got the will power to say that they will go out?—I have only come across one such case, and that was in a better rank of society. A lady, knowing I was interested, reported to me a case in which a boy had been boarded in circumstances which certainly might have led his father and mother to think it was all right, and where he was very much ill-used. The father was not a very straight man, I am afraid; at any rate, he left the boy fifteen months without going to see him. He was sent away right into the country. When they did find him the boy had been drivon from a harmless child into nearly a dangerous lunatic. He had been left for hours and hours strapped into a chair as the easiest way of taking care of him. When I saw the poor little chap (he had been a straight well-formed boy) he had actually become deformed from being kept in a confined position so long. We took him to Dr. Ashby, and I induced his mother to send him to the public asylum. I think there are risks of that kind, but I should hope they are becoming less. The people I know of generally are people who would not think of doing anything like that. It is just now and then I come across such a case as that. From the mere fact that I have come across one such case I should be afraid that there are others that exist. That is the only case that I know of where there has been definite ill-usage. When they are ill-used at home I have generally found the parents themselves are so defective that they cannot be held responsible though they seem quite aware, as a rule, that the insurance money will come in when the child goes.

869. There is one other point I want to call attention to. Before the adjournment you made a statement to us practically to the effect that idiot asylums now refused to take any idiots unless they are improvable?—Yes, that is so.

870. I am bound to confess that this certainly to me is a complete revelation, and I expect will be to the general public when it is known. Can you tell me when the practice sprang up?—I believe it has been growing for some considerable time. I speak under correction, but I believe it is about six years ago. The Royal Albert, the Earlswood, the Star Cross, and the Eastern Counties Asylums applied to the Lunacy Commissioners for permission to change their titles from "Idiot Asylums" to "Training Schools for the Feeble-Minded." I was told, on very good authority, that the Commissioners refused permission on the ground that it would be misleading, and I believe Star Cross did not alter its title, but the others all altered their titles to "Training Schools for the Feeble-Minded"?

871. Did Earlswood?—Yes, Earlswood is now called "The Training School for the Feeble-Minded."

872. Only by themselves?—It is on its Reports and so forth. At the same time they could not get authority to alter the type of child that they were taking, and they are getting the children now under certificate who are really not certifiable; they are taking the same type of child exactly as is dealt with under the 1899 Act, that is to say, they are trying to deal with the same children who are dealt with by the Education Authorities. I am bound to say the Royal Albert is the only big asylum I have been through. I have been right through that twice. I think it is a most beautifully managed place, I think the training, instruction, and so forth leave nothing to be desired, but I do think it is a very unfortunate thing that they should be refusing the idiots and imbeciles, especially as they cannot quite get out of taking some, and they are mixed. It is an increasing difficulty, and it is making it a very terribly difficult thing to know what to do.

873. Do I gather from you this is a general practice, or is it only special?—It is done certainly at Earlswood. I have this letter here; if you will allow me I will read you a paragraph of it which will show you, as much as anything, how it works. This lady writes, "I have been advised by a lady to apply to you for information in regard to your homes for the feeble-minded. If my sister's case is not suitable for your homes, can you tell me of a home likely to suit her? My sister has been an inmate of the Earlswood Asylum for the past twenty years, but must leave it next May as there is no improvement in her case" (that was last May) "and the authorities are only retaining those from whom they can reasonably expect improvement, making the asylum more of a training home for the feeble-minded. My sister is a harmless imbecile, but not able to do much for herself; her dressing has to be supervised, she can do nothing with her hands to make herself useful, she spends most of her time playing with dolls, looking at pictures and threading beads: she is passionately fond of music, quiet, clean and obedient, and very loving to those she takes to. She is too sensible and sensitive to go to a lunatic asylum. She is now thirty years of age." The lady goes on to say her father died twenty years ago, and she has to keep her mother. She is a school teacher by profession. This is the kind of thing that is happening. If anyone wants to dispose of an imbecile they will see how difficult it is.

874. Can you give us any opinion as to this attitude on the part of the Idiot Asylums?—I think it is a very mistaken attitude.

875. Do you attribute it to any motive?—Perhaps if I attribute it to anything, it would be to a desire to benefit, we will say, a very much larger number of cases, than they could if they took the worst cases, and I should also attribute it largely to ignorance on the part of the committees of the asylums as to what is going on. They have very large committees and I expect, as it is with a good many other institutions, a small number deal with the question; they have good officials, and they trust them. You can pass more children through if you take them for a time, and take only improvable cases. I think it might be solved in two ways, either they might go back to their old attitude, and take the idiots and imbeciles, or they might take their feeble-minded and keep them. I think either would be useful, but I should like to see idiots and imbeciles also detained. When, forty years ago, the idiot asylums were founded,

people did not know so much about this question as they do now, and there was a feeling that a cure could be effected Seguin had some remarkable results. From the point of view of training you can achieve remarkable results, but you cannot eradicate the disease. There is one point which needs to be rammed home, and that is that if a child is definitely weak of intellect, you cannot cure it. Till people realise that we shall not get suitable action.

876. You can alleviate it?—You can alleviate the results enormously. If you have a one-armed child you can teach it to do a very great deal with that one arm, and if you can get a child, putting it roughly speaking, with half a brain, you can teach it to use that half brain to the best advantage, but you cannot give the powers it has not got.

877. Do you suggest these societies are acting within their powers, or are they straining them, in rejecting the idiots?—I think, having in view the fact that every certificate has to be filled up for an imbecile or an idiot child (that is the question put in the forms, "is this child an idiot or an imbecile") it is straining the powers to admit those, who, when we deal with them under the Education Act, are considered not certifiable. Of course, you can get certificates.

878. Have you any suggestion to offer as to the amendment of the law, or as to any further law, to restrain Asylums from rejecting idiots?—I do not know to what extent asylums are under the law excepting that they are under the Lunacy Commissioners. They are privately managed institutions. I do not know to what extent the law could be enforced. I should certainly like to suggest an enquiry. I should be very sorry to impute anything but the best motives to the managers of these places, but their action is resulting very unhappily. It arose when so much interest began to be taken in the question of the feeble-minded. It was said to me by the secretary of the Royal Albert Asylum that there was no necessity for any further action because the Idiot Asylums could deal with all the cases. He had not the smallest conception what a large number of cases there were, but he thought he could take all the Northern, and the others could be dealt with in the other places. I think an enquiry would probably do good and result in concerted action perhaps between those people who are managing the asylums, and those who are doing other work. As the matter stands, at Sandlebridge for example, we are not empowered to take idiots and imbeciles. Supposing you multiply schools like Sandlebridge they still would not be empowered to take idiots and imbeciles. I suppose the County Councils would always have power to build for them.

879. Are there any other remarks you want to make, or any suggestions of any sort, with regard to your evidence and with regard to the subject of our inquiry?—There is one thing I should like to dwell upon very much, that is that very very great care should be always taken to have an efficient medical opinion upon every case considered, I mean not merely leave it to be a branch of a Poor Law doctor's work or a branch of anybody else's work, but that some medical man who may be expected to know should consider every case. I think that is a very important matter if we are to get definite good results.

880. (*Dr. Needham.*) Do you know there are many Homes for feeble-minded children who are non-certifiable and the other classes, in addition to the one you have mentioned. You know there are a great many of them?—Yes. There is not a great deal of accommodation.

881. In the Homes for feeble-minded children in which there are a good many children do you know if they are under any kind of inspection?—I think not. It is not compulsory to have them under inspection, unfortunately, I think.

882. Are they certified?—No, these children are not under certificate.

883. Do you think it desirable that a change in the law should be made by which they should be certified, and put under some kind of inspection?—I think it would be very desirable. It would safeguard interests very much, and not be objectionable or injurious in any way. I think in those cases where the care is good, people would welcome inspection, and in those where it was not good the schools ought to be wiped out.

884. You are aware that feeble-minded children, and epileptic children especially, and adults are at present in workhouses?—Yes, a very large number. *Miss Mary Dendy.* 5 Dec. 1904.

885. Do you think workhouse care is suitable care for them?—No, not at all. Very few workhouses have any proper accommodation. Especially as regards epileptic children, it is a very unfortunate thing that you should find, as you do, that epileptic children and adults are in the same ward. You cannot expect anything but deterioration. The epileptic adult who has not been cared for is generally a very bad specimen indeed, and the children go from bad to worse.

886. What do you suggest in reference to them?—Again with very great objection to multiplying Authorities, I should like to see one Authority have the whole care of the epileptic and feeble-minded. I think, taking it on the whole, it would be better for the County Council to have the care rather than the Guardians; then Guardians could remove their feeble-minded to the care of the County Council. I do not think having a feeble-minded child or an epileptic child ought to be a cause of pauperism. It is so regarded now. Though medical relief does not apparently pauperise, to have a child in care in this condition does. If such a scheme as I suggest, where the County Council had proper institutions for these children from childhood upwards, were carried out I do not see why the Guardians should make any provision at all Every case that came to them they might at once send to some institution started by the Council.

887. You think that whatever Authority had control of these people, they should be bound, either alone or in Combination with other Authorities, to make provision separately from workhouses?—Yes, that is very strongly my opinion. I remember when I was down at Somerset speaking about this matter, somebody objected to that and said "If you remove the feeble-minded women from the workhouse, who is to do the scrubbing?" It is a very cruel way of looking at it. It is a very cheap way of getting labour I daresay. Then again, the whole workhouse arrangements would have to be altered. You would have to give the Guardians power to detain them if they are to deal with them. If they could have power to detain in this sense, that they could at once send them to a labour colony, the County Council I think would solve the difficulty very happily.

888. You know I take it that many of these feeble-minded girls, especially, who are in workhouses come into workhouses for unfortunate reasons, and it is considered impossible to detain them in the workhouses because they require to be certified, and the doctor, who is the Medical Officer of the workhouse, does not think they are in a condition that he can certify them. How would you get over that difficulty?—If they were regarded merely as feeble-minded, and if it were possible to give a certificate for a feeble-minded woman in that condition, the difficulty would be got over.

889. You think there ought to be a modified or different form of certificate?—Yes. There is a most interesting experiment being carried out by the National Association for the Promotion of the Welfare of the Feeble-Minded which seems to show that in the proper conditions the difficulty of detaining even these women is not as great as was supposed. There is a little Home in London where there are nine women in an unfortunate condition, with their infants I think. I think I am correct in saying only about two have left in the two-and-a-half years it has been used. If we had power of detention, there would be no reason for losing any of them. The restlessness often goes when they know that, metaphorically speaking, the key is turned. It is merely the fact that they can take their discharge that makes many of them want to. If they did not know they could go, they would settle down perfectly happily, and then their relatives could not come and worry to get them out.

890. You talked about a modified form of certificate. I am sure the difficulty has occurred to you over and over again that there is no dividing line between the different degrees of mental feebleness. What sort of certificate do you think could be given. How could you fix a sort of standard?—I do not think you could fix a sort of standard. That is why I contend so strongly for the advice of a skilled medical man. It must depend on the opinion of the man inspecting as to whether a man or a

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woman is bad enough to be certified, or only bad enough to have the modified certificate and be sent to a labour colony. I do not think that practically there would be any difficulty, but it would be impossible for me to lay down a rule. The Commissioners in Lunacy gave a definition of feeble-minded persons which was rather interesting. For the purposes of the Act, the feeble-minded children are those who are not capable by reason of mental defect of receiving instruction in an ordinary school, but are not debarred from receiving instruction in a Special school. The Commissioners in Lunacy in one of the reports for the Royal Albert Asylum gave a definition. They spoke of the feeble-minded and the desirability of taking care of them, and they spoke of them as "persons who are not the subjects of such a degree of mental unsoundness as in the opinion of the Medical Officers renders them certifiable tn the present state of the law and are therefore unable so be detained against their will although they are not tiufficiently of sound mind to be able to take care of themselves." If they are not of sufficiently sound mind to be able to take care of themselves, they ought to be taken care of.

891. I was aware of that definition. You call it a definition?—It is very difficult to arrive at a definition.

892. You propose, I gather, that each individual case should be dealt with on its merits by a medical man who is specially skilled.

893. (*Mrs. Pinsent.*) Your evidence is so exhaustive that I do not think I have many questions to ask that you have not already answered; but there are one or two. You have given us definitely as your opinion that the Act of 1899 should be made compulsory, but I take it you would not be satisfied with the Act being made compulsory alone; you would want to amend it?—I should want it amended in this way, that I should like to see it made compulsory to have boarding schools as well as day schools. I do not know whether it would be an extension of the same Act; I do not think it would, but I should also like some enactment to give us further powers.

894. You would like to have compulsory power to make parents send their children to boarding schools?—Yes.

895. I should like you to explain the reason why. I take it in most cases what we are accustomed to call boarding school cases are those cases where the homes are particularly bad, and where very often one or both parents are feeble-minded, or criminal, or inebriate, or otherwise unfit to look after children?—Or where there are no parents at all—which happens.

896. Are not these exactly the type of parents which are the most difficult to persuade?—Those are the parents whom it is most difficult to take the children from, because they are the most senseless, for one thing, and, for another thing, those are the parents who most desire to turn their children to some money account if they can, if it is only by begging. If there are day schools in the town, we cannot compel such a parent to part with the child, and send it to a boarding school. We intend to try at Sandlebridge what can be done. In Cheshire there are no schools except our Sandlebridge schools. The Cheshire County Council Education Committee have entered into an agreement with us to supply twenty-five beds for their children, and we shall certainly then have the question come up: "Can the Cheshire County Council compel parents under those circumstances to send their children?" We mean to test it. It seems to be a little doubtful. The Act says, where schools are provided, where the provision is, the parents are compelled to avail themselves of it. It does not say day schools, but if there are day schools and boarding schools, a parent complies with the Act in sending the children to the day school.

897. Would you tell us whether, in your experience, there is a kind of very strong animal affection existing between the mothers of these children and the children, which makes it very difficult for them to part with their children?—I have not found it so.

898. Not a misuse of maternal affection?—No, there is a very great profession of it, but I find on both the mother's side and the children's side they are very soon forgotten.

899. If the Education Authorities provided boarding schools it is quite necessary, in your opinion, that there should be compulsory powers, and you would have those powers on the same lines as those that already exist in the case of deaf and blind children?—Yes, I should be very glad to have those powers; it would smooth matters over, even as things exist, very much.

900. Would you consider that it would be wise to extend these powers further to the imbecile or improvable imbecile children?—That would mean a different grade of school.

901. Would not it be your opinion that they would be better dealt with under the Education Act than dealt with by the Guardians?—I think all children would be better dealt with under the Education Act than by the Board of Guardians, and certainly these. That would come in with what one said about wishing the whole scheme to be under one Authority. Yes, I think so decidedly.

902. Have you in your experience had much difficulty in getting these imbeciles taken by the Board of Guardians?—With one Board of Guardians I am at present having considerable difficulty, that is to say, with the Prestwich Guardians. I believe I am right in supposing that they can be legally compelled to take a certifiable child. A poor mother is told by a medical man that she must not keep such a child, that he is a positive danger, not only to his little sister, but to everybody smaller and weaker than himself in the neighbourhood, and he tells her to send for the Relieving Officer. She does so, and the Relieving Officer sends her to the Board of Guardians. The Chairman simply gives her a regular dressing down on the subject of taking care of her own child. He can take care of his—why can't she? The child is only eight years old. He has never had the handling of an imbecile epileptic of eight years old, or he would know it is an impossible thing. I believe we can compel, and I am going to try. On the other hand, I have had in Manchester considerable success in getting Boards of Guardians to take cases even after the age of sixteen. In two cases I have got them to adopt girls the instant they left the Special school and to send them away to Homes.

903. You told us of ninety cases which you knew of idiots and imbeciles below the grade which would be taken in schools. I take it there is no place to which you can send them, unless you can get them taken by Boards of Guardians?—There is no place. It is very difficult for the Boards of Guardians. I do not wonder they do not want to have them, they have not got accommodation. Take the case of the boys. Winwick Hall is our pauper asylum for boys, it is quite full, you have to wait, and wait and wait before you can get a child in. I know it is absolutely useless my trying to place any of these ninety children.

904. Have you had any difficulties with the medical men who certify for the Guardians, for instance, when you turn a child out of your special classes in Manchester as being imbecile, and therefore not within the meaning of the Act, do you find any difficulty in getting that same child certified by the Guardian's medical man as a suitable case for an idiot asylum?—I have in one or two cases. There is a boy at Winwick now that I sent. I had no difficulty. If they had known he had fits, I think they would not have taken him, but he got through. I did not say he did not have fits.

905. You spoke of epileptic adults being confined in the same ward with epileptic children in workhouses. Is it in your experience that what is generally known as a sane epileptic, is confined in the same ward with imbecile children?—Yes.

906. Do you consider that right?—That is a very pressing question with both our big Boards just now. They are building a very big colony for epileptics on their own account at Langho. It will be some time yet before it is open. They are building it to take away all the epileptics. They did intend to deal with the feeble-minded, but they could not.

907. Is it usually so in workhouses?—It is usually so. Of course, it is very painful to those who have their wits about them at all, and very bad for the children. I do not see how they can classify more than they do with their present accommodation, but it is very bad.

908. You were talking about the difficulty of definition. I should like to ask you whether you think that this

difficulty would arise if a child is taken at an early age and placed in a day school, and is then found to be too deficient for a Day Special School, is therefore taken out of the day school and passed on to a boarding school, and there re-examined every six months. Would not the teacher and doctor be able to form a very definite idea as to whether the child was capable of earning its own living?—I do not think there would be a difficulty in individual cases. I think the difficulty is to lay down a rule for all cases. I do not think the "earning-its-living" test is at all a desirable test to take as to whether the child is fit to be allowed out or not.

909. The difficulty in definition would be really more theoretical than practical?—It is really more theoretical than practical.

910. After the child had gone through say six years under supervision and been regularly re-examined, there would not be very much difficulty in deciding whether that child is morally responsible?—No, much less difficulty than when they come in. You get two children brought to you, young, apparently each equally bad, and you find the one is bad because it has never been to school, and it has had bad home conditions, but its response is quite normal, and there is nothing to prevent the child going into an ordinary school, and in three months he will have outstripped every child in a Special School; but your other child who may have had better conditions is still where he was when you took him.

911. Do you find in your experience any connection between deaf-mutism and feeble-mindedness?—I think there is a connection between deaf-mutism and feeble-mindedness. It has come often to my knowledge that feeble-minded children are children of deaf-mutes, and feeble-minded people have deaf-mute children. The first case I ever saw was a girl of eighteen, who was leading a very horrible life indeed. It was before I had taken this question up. I remonstrated with her; she quite owned up, but she only laughed in a silly way and said "the police cannot get me for anything I do." She had not a conscience beyond "half-a-crown and costs." I went and hunted up her mother. Her mother was a deaf-mute, supposed to be sane. I have it on very good authority that the governors of a deaf-mute asylum encourage their patients to marry on leaving, that they might be more like an ordinary person. One feels there is need for a revision of opinion on these matters. Of course I mean congenitally deaf-mutes; I do not mean deaf-mutes from accidents.

912. (*Mr. Byrne.*) I should like to ask a few questions in pursuance of what Mrs. Pinsent asked you about, the working of the lunacy laws in Manchester. Some of the children you have described, *primâ facie*, appear certifiable under the Lunacy Acts?—All those on that list are described as "rejects," excepting one who is an epileptic.

913. Why are they not certified? You spoke of getting a boy into Winwick as a wonderful privilege. Of course, you know the law that if the Relieving Officer receives any information that a lunatic is not in proper charge, he must take it before a Magistrate, who must remit it to the Asylum. Why does not that happen in Manchester?—It does not happen in many cases. I am much obliged to you for confirming my opinion.

914. They have no power to say there is no room, they must take it; if they have no room there they must board him out?—In the particular case the boy would be safer even in a ward in a workhouse than he is at large. I am glad to have it from you that I can compel. I was going to see. We have these ninety-five cases, and there is the very greatest difficulty in getting anybody to take them.

915. So part of the difficulty arises from the non-administration of the existing law?—That is so.

916. If the Lunacy Laws were administered properly you would be relieved of some of your most distressing cases?—Yes, but then of course these distressing cases would not be properly placed (that is another question), but it would help very much.

917. That is true not only of this lunatic boy you described, but also of the epileptic boy who would be a danger to his little brothers. The Asylum Authorities have to take epileptics. They cannot reject a person. because he has fits?—The procedure evidently was wrong I had no time last week to look into it. I am very glad to have it from you, what I thought was the case, that we can compel. *Miss Mary Dendy.*

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918. I am only asking you the question?—That is the same in other places. There are these large numbers of unsuspected children, people whom nobody knows anything about, who are not being taken care of. In some instances parents are to blame if they do not take action. I suppose we could compel them to take action when they are found to be dangerous.

919. Do Relieving Officers in Manchester exercise fairly independent authority, or do they go to the Board of Guardians in every single instance for *minute* instructions?—I am afraid I cannot inform you; I am not a Poor Law Guardian. It varies very much. I have not had any direct work with the Relieving Officers, and I cannot tell you.

920. In addition to the number of these children who really ought to be certified as lunatics there are some who are in such terribly poor homes that they ought to be taken away by the Relieving Officer; some ought to be in workhouses even if not certifiable?—That would have been better in workhouses?

921. Under the existing law, of course?—But, you see, we cannot get parents to part with them.

922. You have given me rather the impression that an energetic Education Authority has discovered laxity in the administration of the Lunacy and Poor Law. Is my impression right?—It had not occurred to me to put it in that way before, perhaps, because I did not know how far the Lunacy Acts could be made to work, but it may be so.

923. You agree, if both these Authorities had done their work, in some of these cases, you would not have had them to deal with?—Yes; in the case of the idiots and imbeciles undoubtedly, but I do not think they knew of them.

924. But it is the duty of the Relieving Officer to know of all these cases, is it not?—Even if they are not brought forward for relief? I know our attendance officers cannot enter a house to look for a child unless they know for certain that there is a child there.

925. That is so?—Could the Relieving Officer enter a house and look for an imbecile child unless he knew for certain that there was an imbecile child in the house?

926. No?—Many of these children never step outside the door. The way we have got knowledge of them is that we have now got the sympathy—or rather I should perhaps say that the poor people realise that the Education Committee is not wishing to inflict a grievance on them but wishing to help them. So they are beginning to report of their own accord these very bad cases, and our school attendance officers collect the lists, and in many instances our Superintendent, Miss Dickens, has direct information, so we arrive at them by the goodwill of the parents.

927. I will leave that point. About the modified certificate, as to which you gave evidence to Dr. Needham, you mentioned you thought a certificate might with advantage be applied to children leaving school, having been under control since the age of seven?—Yes.

928. I presume you think it should be applied to all persons leaving every public institution before you add to the number of feeble-minded at large?—Yes.

929. If a person is discharged "cured," as they call it sometimes, you would recommend this modified certificate should be given if the child is thought fit. For instance: "This person is no longer certifiable as insane under the Lunacy Law, but he is unfit to live at large"?—That goes beyond my knowledge; I do not know whether there are not cases in which insanity is cured. I mean to say that possibly might be; for I think I may say I have never yet found a case of a cure of a feeble-minded child, but I do not know that there may not be cases where insanity is cured, where it may be temporary.

930. I will not press the question. You would like to have every avenue stopped up?—I would like every avenue stopped up. If it could not be given for life it might surely be given for every three years, renewable.

931. Just like lunacy certificates?—Yes.

Miss Mary Dendy.

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932. About the 500 odd children of whom you have had personal acquaintance who are now adults, have you in many cases traced their family history after discharge. Can you tell us how many have got into prison?—I am sorry to say we found it very difficult to trace them, but we did trace some. In almost every instance they were earning a precarious living on the streets.

933. Could the police tell us if we asked them?—I do not think so. Five years have elapsed; that is time for a shifting population to get very much lost. We did trace about a dozen who were quite rational when we saw them. They have come into the Special schools, and a very small number went to asylums. The Education Committee at my request sent very capable School Board officers. They really know more than the police in these matters. We have had one man on the work for thirty-four years. He did his best to try to trace them for me, but we found it impossible.

934. What proportion did it cover. You will agree it is very important, and it is of great interest?—It was before we knew about the Commission, and we very anxious to try and trace them, but we did not trace any appreciable number—about twenty—and the labour of getting that twenty was so great that the inquiry could not be pursued.

935. However, from your knowledge you are satisfied that a substantial number have gone to swell the ranks of criminals, and paupers, and women of public bad character?—Yes, unemployed people who sleep on brick kilns and things of that kind. They were all quite unmistakeable cases. I should not have ventured to rest on my own judgment, but I believe I am correct in saying we could not have a sounder opinion on the matter than Dr. Ashby's. They varied in degree, but they were all unmistakably abnormal cases. I daresay some would never come to grief. I dare say some would earn a trifle and get through life without being very dangerous, except in the sense of being fathers and mothers.

936. Do you encourage them to communicate with the Authorities of the Special schools afterwards?—Yes, that is done, but we have not been in existence very long. My object is to keep note of these children and to capture them.

937. You have no funds to spend on them after sixteen or after their disposal in life?—No. I do know what has happened to five children who have left after the age of sixteen. One is an epileptic boy working with his father as a carpenter. He is a very dangerous epileptic. Two we have placed in Miss Grayson's Home, Park Gate, Liverpool. We kept them two or three months longer than the school age in the school. Two other boys are on the streets, one an epileptic, and the other a mischievous imbecile. He has deteriorated. A small proportion of those who come into schools really deteriorate instead of getting better.

938. With regard to what you said about the surprisingly small number of moral defectives: You said that they would not amount to more than 1 per cent.—ten per thousand, I think you said—at the same time you describe how all feeble-minded people are usually led into mischief and more serious offences and breaches of morality. Have you therefore not used the words "moral defective" in some technical sense. If not, the two pieces of evidence seem scarcely consistent. I gather in one sense feeble-minded people are morally defective?—Not morally defective, but criminally defective. When you speak of morality you imply a certain amount of power to do right. You could not call a child morally defective simply because he breaks windows and wrecks trains at somebody else's suggestion. He is a criminal but he is not necessarily morally bad.

939. That is what I want to get at. You use the words "moral defective" in a strictly technical sense and not merely as implying the commission of immorality?—I mean rather this. You may get a moral defective—I mean a child who has no sense of right or wrong, who cannot be made to see that he has done what is wrong, and who cannot be made to feel that he has done what is right, but you get your criminal who does all manner of criminal actions, he breaks the law, but it is not because he wants to do something bad or because he is not sorry when he has done something bad, but simply because he is too weak to resist any impulse either within or without.

940. You have explained exactly what I wanted. When you talk of a moral defective you mean a feeble-minded person deficient in the moral sense, not merely those whose conduct is bad?—There are two things I should say stamp moral defectives: one is unbridled licence of animal passions, the other is keen desire to hurt and injure other people. They are neither of them quite common. You find people that do all sorts of evil things and are very sorry when you point it out to them, and fret like a child over it, and get over it, and go and do it again to-morrow. But you find, as I do occasionally, a boy so brutally cruel that he will torture an animal or his own brothers and sisters without any sense that he is doing something more of the nature of a savage beast than a human being.

941. You told us the Sandlebridge school cost £27 10s.* for each inmate a year, leaving out rent?—Yes.

942. You explained afterwards that a great deal of that is due to it being a teaching establishment. Did I rightly understand what you said about the cost of Industrial Schools. I think you said £30 to £35. On page 20 of the Inspector's Report it gives the full cost of them including the rent, establishment and cost of disposing of the children afterwards, in England at £17 10s.; Scotland, £16 17s. I am reading the last Report of His Majesty's Inspector of Reformatory and Industrial Schools?—Is that the cost of the Reformatories, too?

943. It is the cost of the Industrial Schools?—I believe I should have said Reformatories, which I think cost rather more. I own I was giving information supplied to me. Are the Reformatories costing more?

944. About £2. They deal with the same class of children to a large extent, they show when they have been running for a large number of years they can be carried on at a very greatly reduced cost as, of course, your schools at Sandlebridge will be?—I hope so.

945. Have the Public Authorities in Manchester and the neighbourhood found these experiments, at Sandlebridge and other schools are merely touching the fringe of a great question?—Yes.

946. Are they determined to carry it through until the whole of the feeble-minded children of this district and other districts are dealt with?—That is the great desire of the people in authority.

947. What does the Local Authority think?—I think the public generally is quite with us in the effort, because we have never had any other scheme put forward from the very beginning. We have advocated permanence in the care of these children.

948. And of course the extension of it to the whole mass. It would be unreasonable to deal with 100 out of 500?—Yes, our hope and intention was to make an object lesson at Sandlebridge which would force the hands of the public.

949. And of the Local Authority?—Yes, but we must get the legislation first.

950. You think the people of Manchester would welcome the extension of this system by it being made compulsory?—I think so; I think I know my Manchester public very well, and I think I can undoubtedly say that.

951. The Local Authority are a little bit more backward than the ratepayers are?—I think so in this instance.

952. They are not contemplating a rapid extension of the present Homes?—We are going on as fast as we can considering we have just taken over the Voluntary schools, and our precept in Manchester only was half a million; we cannot do everything as quickly as we would. Our chairman told the committee that we should have to increase our accommodation in day schools. We are building residential schools under the Education Committee for epileptics, while we have taken a house for cripples. We are building for 100 epileptics, as I said, of school age. That is being done by the Authority.

953. Have you any knowledge of the institutions of the nature of colonies for adults abroad. Whether epileptics, feeble-minded, or the supposed sane and able-bodied, and the cost at which they are run?—I have not personal knowledge, but I have what Dr. Eichholz, who has seen these colonies, told me. No doubt he will tell you. There is one colony which he visited at Ursberg in the Mindenthal where they have 1,100 epileptics, weak-minded idiots of a great many grades, which is self-contained.

* See note appended to Question 821.

Since the first Government grants were made for buildings it has been self-supporting.

954. You have not had personal experience ?—I have not.

955. For the reasons you have already given, you believe, if you had such a labour colony started it could be done at a very much lower expenditure ?—I believe it could be done at a very much lower expenditure.

956. Have you any figure in your own mind what that expenditure would be ?—No, I should want to see what I could reduce expenses at Sandlebridge to.

957. But it will always be a school; there will always have to be a teaching staff ?—Yes, but we shall have adults too. I think it could be done for £15 a head on the land.

958. Have you read the Report of the Lincolnshire Guardians on the Belgian Labour Colony, which includes a large number of feeble-minded and lunatics as well ?—No.

959. They have brought it down to £9 10s. ?—I am very glad to hear it. They do these things more cheaply abroad.

960. They do not get meat at all there ?—I do not think that would matter. I think if they had a sufficiency of milk, and good vegetables, and oatmeal and bread and butter, they would do very well indeed. There are reasons why it would be desirable for them not to have meat. Our children at Sandlebridge do not get much meat; they get a little, but not the epileptics. We do not give them any meat.

961. In speaking about the rich feeble-minded you said everything leads us to suppose that there is the same proportion of feeble-minded among the rich as among the poor. You did not enlarge on that. There are some things which would not lead us to suppose that, for instance, the greater care of children, the exclusion of accident cases, the greater prudence in marriage ?—I do not think there is any greater prudence in marriage. I have no reason to suppose it. I have in my mind at this moment very well-to-do people who married, first cousins, and three out of four children were imbeciles. Luckily they did not all live. There is one living.

962. It is your matured opinion that it is the same among the rich as among the poor ?—It is my opinion, only it is not a question of knowledge to the same extent. I suppose it is known I take a great interest in this, and considerable numbers of privately considered cases have been put before my notice, and others have been reported to me, and I have good reason to suppose that the evil is as great. I see no reason why it should not be, as things are to-day. I think it is very deplorable. I do not think there is any finer sense of morality in the matter amongst the rich than there is amongst the poor.

963. You admit there is greater opportunity of taking care of children and of women during child-bearing period and less risk of accidents. Surely that must have an important bearing on it ?—I doubt very much whether your society woman provides very much better conditions for her child than the working woman. It is a matter of opinion, I know.

964. Yes, I am quite satisfied; that is your definite and strong opinion ?—It is my definite and strong opinion.

965. (*Dr. Needham.*) Mr. Byrne has put very clearly the question of the provision of accommodation for idiots and imbeciles and lunatics. Is it a fact that you have applied to the Authorities, the Relieving Officer, or the Guardians, for places for imbeciles or idiot children, and that you have been told they could not take the imbeciles, they had no room ?—The particular case that is in my mind was this:—Last week as I was going from house to house to see the list of the imbeciles that had been returned to me, I found a poor woman with an epileptic lunatic boy, not a big boy, but very dangerous, I said this boy must be put under confinement, you must get him to the workhouse. She said, "I cannot. Dr. Skinner" (who is an able man) "told me to send for the Relieving Officer, who would tell me what to do, and they sent for me to the Board of Guardians and they only told me I ought to be ashamed to be wanting to get rid of my child, as it was my business and nobody else's to take care of it. I told them he would not stop in bed at night, but would get up and would not stop in the house." She said: "The gentleman told me he had a boy who would not do as he was told, and he had to make him." I said I would see about it when I went back, and I will. I believe in many places, in Birmingham, for instance, there is considerably more difficulty than we have met with in Manchester. In fact, it is within my knowledge in Birmingham they have very much greater difficulty in inducing the proper authorities to take charge of these children. It is almost impossible for a woman situated as I am to act as intermediary between these poor souls and the Guardians. There ought to be some simple mode of procedure by which any parent who is really afflicted with a child like that should be able to put the child in a safe place of keeping. If the law exists I think the Guardians up and down the country want looking up very much indeed. I felt pretty sure that I could compel, but some doubt was thrown upon the question partly because of the difficulty that has arisen in compelling Guardians in Birmingham. I was determined to try it, and I am very glad to go back reinforced in my opinion. We have not had very great difficulty in Manchester. I think if the parents had reported to Dr. Cox or to myself, we could have got him taken care of. I want to see it made more easy for parents. Certainly, in a great many instances, the fact that the parent would become a pauper stands in the way—just the very cases one would wish to relieve. If a man is a dissolute and disreputable creature he does not care whether he has a vote or not; it is just the man that cares about his vote that one would like to relieve.

FIFTH DAY.

Monday, 12th December, 1904.

PRESENT.

The Most Honourable The Marquess of BATH (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
T. TREVOR WHITE, Esq. (*Secretary*).

Miss MARY DENDY, re-called; and further Examined.

Miss Mary Dendy.

12 Dec. 1904.

966. (*Mr. Hobhouse.*) I want to ask you two or three general questions, and then one or two questions upon the evidence. In the first place you told us the number of morally defective children was ten in 1,000. Am I to understand that that is ten in 1,000 of all the children with whom you have come in contact, or only ten in 1,000 of the defective children?—Ten in 1,000 of the defective children I meant. I cannot say I can produce exact statistics to prove that, but of those children whom I know (I have seen over 1,100) there are not ten who could properly be termed morally defective. I wish somebody would find a better term for our use than "morally defective," because it does not really express the condition of things. Out of the over 1,100 children whom I have seen personally, there are not ten who are morally defective in the ordinary accepted meaning of the word.

967. I think you stated that the number of defective children would be something like 100,000?—I quoted that from Mr. Dickinson's paper. I have his exact words.

968. That is not quite the point. You agree in your experience it would be about 100,000?—I think it would probably be found to be more. Mr. Dickinson states in his paper that, taking the average, it would be found to be something like 180,000, but he believed that that would be an exaggeration, and he thought we should be putting it at a very moderate figure if we said 100,000 defectives. I think so too. I think it would probably prove to be a very moderate figure.

969. Would that be based upon an examination of the children in urban districts only, or in urban and rural districts?—In urban and rural districts. I think it is probable that in the rural districts, though of course the number would not be so great, the percentage would be greater. There is, generally speaking, a lower type of morality in the rural districts than in the urban, I think.

970. Would that opinion be founded upon actual experience?—It is founded on my experience, but not upon definite experience. I lived for some years in Essex, and I came to the conclusion there, from knowing one district intimately, knowing every family in it, that there was a very great deal of weakness of intellect, and also of immorality. The same in the Isle of Wight. But at that time I was not collecting evidence, and I have no definite figures to offer.

971. Referring to the evidence which you gave last time, will you look at question 802, and compare the last three or four lines of that with questions 946 to 951. You will see it is rather suggested that the Local Authority are a little bit more backward than the ratepayers. Have you got any resolutions on the part of the Public Authority in Manchester supporting the views which you put before us as to the necessity of Special schools and classes, or have they done it without any formal resolutions or expression of opinion?—As regards the Education Authority, they have availed themselves, as far as funds and opportunity permitted, of everything they could do under the Act of 1899, excepting the building of boarding schools, which was done privately. Every thing that was done by the Education Authority was done in a regular way by resolution. I have not the resolution here, but it went in this way: when the report was brought to the Education Authority, they sent us to inspect the London schools; then some time was taken up in my making a special inspection of these 39,600 children, then Dr. Ashby presented his report, then the Education Authority (it was then the School Board) passed a resolution to have Special schools provided for those children. They then proceeded to build these Special schools. Excepting that more recently they have passed a resolution to build residential schools for epileptic children, and have taken a house in the country suitable for a residential school for cripples; that exhausts what they have done excepting that they are constantly trying to extend their work. The action with regard to the boarding schools was privately taken, and every action in that respect was taken by the Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded, who collected the money and begged the land and built the schools, but they have worked in conjunction with the Education Authority, not only of Manchester but of Salford, and have now entered into a contract with the Cheshire County Education Authority to provide for their defective children.

972. I may take it that on the whole the Manchester Authorities of one sort and another are fully alive to the importance of doing something in this matter?—Fully alive—I think I can say so quite definitely. For instance, the late Chairman of the School Board is the Chairman of the Lancashire and Cheshire Society; the Director of Education in Manchester is the most efficient member of the Lancashire and Cheshire Society's Committee. The present Chairman of the Education Committee—that is Sir James Hoy—lends his assistance and authority in every way to bringing the privately managed society and the other into working together. I think there is no doubt that the Authority is fully alive, and would welcome any steps in that direction.

973. One question upon 947—the last words of your answer. I want to ask you whether you think it would be desirable that before the children are made permanent inmates of a home of this sort, it would not be well to send them before some special Magistrate, who is accustomed to deal with these cases and who would be in a position to judge, quite apart from medical evidence, whether an order should be made for permanent detention or not?—The only objection to that seems to me to be, that with regard to the children of thoroughly respectable parents there is a strong feeling against going into a police court in any way at all—they would be apt to feel that they were in some way degraded. If it could be arranged that a Magistrate should receive them quite apart from the place in which criminals of any kind were seen, I think it might be a very desirable thing. I do not think it is possible to too carefully safeguard the interests of these children in every way.

974. Have you heard that there is in America what is called a "Children's Magistrate" to whom questions affecting children are specially referred?—Yes, that question is under consideration in Manchester, and I am very much hoping that there may be a children's court.

975. Is there in America a practice of sending to this Magistrate questions affecting feeble-minded children ?—I do not know with regard to feeble-minded children. In America, in some of the States, wherever a feeble-minded woman is found, any respectable citizen may report that, and have her before a Magistrate, and the Magistrate then asks for the opinion of two medical men, and if they are agreed that this woman is of feeble mind she is then placed in a home of detention, or what is commonly known as a "happy prison," but I do not know how it works with regard to children. There are a very great many different ways of dealing with this question in America. Indiana has the most complete and satisfactory way of dea ing with them. There they do detain all feeble-minded females and are trying to get power to detain all feeble-minded males.

976. I will leave that subject. In questions 807 and 810 you talk about something like 500 cases, but in question 837 you talk of 220 children. May I ask how many children are actually under the care of the Authorities in Manchester and the district ?—There are 220 in the day schools, and there are forty-four in the boarding schools, and for the purposes of this evidence I took those children as the basis of the family histories which I sent in because we had them, so to speak, under our hand. The other 500 were seen in the winter of 1897 and 1898, and are now most of them adults, and with the exception of some half dozen who were very little and are now under care, they have gone. We have lost those children. They were all seen at the time by Dr. Ashby.

977. Then there are actually under control of some sort or another about 300 children in Manchester and district ?—264, I think. That is apart from those who are in Poor Law schools. The Manchester Union has a large school at Swinton, and there they have a special department for feeble-minded children. I have been trying to find out, but have not yet found out, how many they have there. It runs to about forty, I believe, who are recognised as feeble-minded, but only in a casual kind of way. Then there are others, of course, in workhouses who are not counted in those figures, and there are a few others we board in different schools up and down the country—girls—perhaps a dozen.

978. At what age would it be possible to pronounce a child to be feeble-minded. You said it was very important to get them as early as possible. At what age would they be distinguishable from other children ?—That depends very much on the degree of the feeble-mindedness and the physical characteristics that go with it. If you get a microcephalic child—a child whose head measurement at six years old is anything under seventeen inches—you may be pretty sure that that child will never become normal. I have known hydrocephalic children who have very big heads, who have not shown any mental trouble in later years. If you get what is known as a mongolian imbecile, any skilled medical man would be able to tell you at an early age, say five or six months old "this child will never become normal." If, on the other hand, you get a child who looks very much indeed like other children in every respect, if at five it appears to be behind other children, you must wait awhile before you can be quite sure that it is going to turn out feeble-minded.

979. Supposing it is advisable, as you suggest, to give these abnormal children nothing but manual teaching, how far can you carry that manual teaching. Would it eventually turn them into skilled workmen ?—That again depends very much upon the child's own particular defects. Very remarkable results have been obtained from teaching children who are of a worse degree than feeble-minded. If you manage to attract their attention, and make them really love and enjoy the work they are doing, it is very remarkable what can be done with them. You can utilise their fingers and finger power to a very great extent. I have seen work done by feeble-minded girls which was really artistically beautiful. They can be taught to weave on hand-looms and to produce work that really has a great saleable value, and is exceedingly beautiful, but it must always be done under supervision. Supposing you taught them for a year, and they acquired all the movements that were necessary, and then you left them to pursue that work themselves, the chances are that at the end of six weeks they would have forgotten, or at any rate have lost a very great deal of what they were doing—they would not persist.

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980. What would be the proportion of supervising attendants who would be necessary in the various refuge homes ?—Many fewer if there were powers of detention. That is to say, if we had powers of detention, and these people knew that they had come there for life and no one could meddle with them, and if no sane, or semi-sane, parents could go and upset them, a smaller number of people would suffice to look after them, because they would be less restless, and the whole thing would be worked more smoothly. Up to eighteen or nineteen, there would be a larger proportion of supervisors necessary than there would be afterwards.

981. At all events, a very much smaller number of supervisors than are found necessary in a lunatic asylum ?—I have no experience of lunatic asylums, but I should suppose a much smaller one, and a much smaller number than for epileptics. Wherever feeble-minded are epileptic they require a much larger proportion of supervisors than those who are in fairly good health.

982. Would that apply to imbeciles too ?—Do you mean imbecile epileptics ?

983. That rather leads me up to a question I meant to have put later. There are a great many terms used to refer to persons who are more or less insane—lunatics, idiots, imbeciles, feeble-minded epileptics—I want to know, how far can you in practice distinguish between all these various classes, outside the person who is permanently insane ?—It is easy enough to distinguish between the epileptics and the others.

984. But the imbecile and the feeble-minded ?—There you require what I always contend for, your skilled doctor.

985. But in practice ?—In practice it is not particularly difficult. You could not lay down a rule which the unskilled person could apply, but in practice it is not difficult to distinguish. It really is a question of degree and not of kind. The imbecile is rather worse than the feeble-minded, the very bad feeble-minded borders on the imbecile, and I suppose again, we may say, the imbecile borders on the idiot.

986. In the case of the imbeciles they would require a greater number of supervising atttendants than if they were feeble-minded ?—If they were of the tiresome kind. The people directing a wisely-managed imbecile asylum would sort them a little. Some imbeciles are no anxiety at all. They want watching, feeding, bathing, and looking after, but they are harmless, because they have no initiative and are in a feeble condition. Others are extremely mischievous and would require a great deal more attention.

987. With regard to the present idiot asylums which you told us are refusing to take any but improvable cases, what is the cause of their refusal; is it a question of money ?—I do not think so. I think that it is a desire to make the best possible use, according to their views of the material at their command. If you take in feeble-minded children who are definitely improvable, you make a much better show on paper than if you take in idiots and imbeciles who are really certifiable. I think it arises from their desire to pass a large number of children through. I have been all through the Royal Albert Asylum twice from end to end. When I went through with the doctor he assured me there was not a case in the asylum that ought ever to be discharged. That is not the medical man who is there now. He was very much concerned to feel that they would be discharged. At that time they had more idiots, they were not quite so rigid as they are now, but they are getting increasingly rigid about refusing idiots and imbeciles. They will not, if they can possibly avoid it, admit an idiot or imbecile. Occasionally they get some in by someone paying. They would take those that pay, no doubt, those that pay 250 guineas a year, or something like that.

988. The consequence is, if that practice is continued, that a large number of idiots who have been in the habit of being provided for, will be thrown upon the world ?—That is so. That is why I brought here a list of ninety-five whom I have marked "rejects." They really show that in a most remarkable way. Quite recently a man brought to me two children; they are men twenty-four and twenty years old. They are about the size of chil-

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dren of ten; they are cretins. They did not come under notice early enough in their lives to be helped medically. They have been discharged from the Royal Albert, and the father tells me they can make no progress whatever, they are not improvable. He brings them to me, and says: "Will you take my boys at Sandlebridge?" Personally, I should not object to take them at Sandlebridge—they are practically children, but the Education Authority will not allow me to have anyone of that age there with the little ones, and there is nowhere for those children to go. Then again there are these children I have now on this list of rejects. It is a very pitiful business, and I know that the same thing obtains in other towns. We have here a girl who is an epileptic, she is weak-minded, but not so very badly as some. Her father's uncle and her father's cousin want controlling; one of her mother's sisters is an epileptic, two of her mother's brothers are epileptics. Nobody will accept that child because she is slightly epileptic, and she is also slightly feeble-minded. It is a combination of diseases that no one will touch. Next we come to a mongolian imbecile. He is a very big boy. I remember him very well indeed. I found him actually going to a Roman Catholic Girls' School. He is a bearded man. He cannot be placed anywhere. We can stop him from going to the girls' school, and we have, but it is a little bit hard, because there is nowhere else. Then, again, we come to an imbecile where the only family history is that the aunt was insane, and this boy has also a sister who is feeble-minded. We cannot place him anywhere. Then again we come to an epileptic imbecile No. 320. His father's brother is in an asylum, his mother is an epileptic neurotic; both are teetotalers, the family is a teetotal family. In that particular instance the boy has gone to Winwick. He was so dangerous at seven years old that there was a risk of his killing children who were in the same street with him. To his father's very great distress the boy has been sent to Winwick. He pays for him quite regularly and performs his duties properly to the poor child, but the father is a pauper till the boy is sixteen, which is still a matter of six years. He has no vote, and he is a man who has valued his vote. We could not place him at the Royal Albert because he had slight epilepsy. In his case the mental trouble was greater than the epilepsy. So it goes on. We have an epileptic imbecile whose mother was defective and neurotic, and the mother's father had religious mania. He is at home in his own house. Everyone of these children I have seen, and on everyone of them I have a definite medical opinion.

989. With regard to what you just said, that the parents of these persons were teetotalers, I rather gather from your answers that you do not put down the disposition to feeble-mindedness, necessarily to drink?—No.

990. And that of the number of traceable cases, the cases of tendency to drink are certainly not more than two to one of cases of total abstinence?—I should say so. We have been trying very hard to get definite histories with regard to drunkenness. It is not a very easy thing to get at, because people deny it, but we have been able in forty-three cases out of these 421 that I offer here, the rejects included, to find there was definite drunkenness, but in most of those cases there was also definite feeble-mindedness. In twenty-one cases we have a definite history of sobriety, and in the others quite as many of the parents appear to be respectable as appear to be the reverse.

991. You cannot put it down to any particular cause?—Only to heredity. It appears to be combined, as regards heredity, with deaf mutism and with epilepsy very markedly; rarely with blindness. It does appear also to be combined with abnormal faculties, such as a great genius for music, or a great genius for mathematics. I have seen cases of both, and it has been very remarkable; where there are what might be called the abnormal faculties, which are beyond the control of the will, which are not acquired by study, it does appear that the offspring are abnormal in a less happy way.

992. With regard to question 841, I take it, if you could obtain your wish, that that penalty would only be confined to feeble-minded paupers up to a certain age?—It would be a very difficult thing to define at what age.

993. I take it your object, in saying that, is to prevent the continuation of feeble-mindedness by immorality?—Exactly.

994. It is obvious that at a certain point there is no necessity to take precautions against that?—It would be a very cruel thing to detain people until they were of an age when they have got accustomed to everything that was about them and then to turn them loose. I think that would involve the taking care of them past the age when they can be injurious to other people, and that would involve accepting responsibility for them for life. You could hardly take care of women or men until they were fifty, and then dismiss them. I do not think that would be possible.

995. Therefore you would wish that all feeble-minded persons, once detained, should be detained for life?—Yes, I would, very much. I think it is the only possible solution of the difficulty. I think that if we go on very much longer as we are, the difficulty will become almost too great to cope with. I think it can be handled now.

996. With regard to your Sandlebridge school, is that practically in the country?—Yes, it is three and a half miles from a railway station.

997. Would it be an essential factor in any similar school that the building should always be in a rural district, or in the country?—I think it would be a very great advantage. For one thing it would lessen expense. It is a very expensive thing to keep a home for any class of child where rents are high. Then again the weakest of those children, those who have least capacity, can generally be taught to do something on the land. If they can do nothing else they can wheel wheel-barrows, and they are very happy so. Then their health is generally better in the country. I have thought it out in a great many directions, and I have a very strong feeling that farm life would offer a happy solution, especially if one tried to make them live as far as possible upon that which they produced themselves.

998. I understand that you would rather discourage the visits of relatives and friends?—Yes, though there would be less objection if they were aware that the children could not be removed. As a matter of fact, at Sandlebridge, we allow a visit once a month because we do not think it is desirable that the parents should in any case feel that they are quite cut off from their children. There would be no objection to the once a month visit if they were certain that they could not remove them, and if due precaution were taken against infection. The parents in most cases do not avail themselves of that permission.

999. Have you got a copy of the agreement with the Cheshire County Council?—I have not got a copy now, but it is an exactly similar agreement to that which the Education Authorities enter into in agreeing to send children to blind asylums and deaf and dumb asylums. It is rather complicated with regard to the repayment of the loan in case of the schools being wound up, and the percentage which is to be deducted; that is to say, the Cheshire County Council is to give us £2,000. If within a certain number of years we cease to keep such a school, we should be bound to pay to the Cheshire County Council the loan they have paid to us, minus so much; otherwise it is perfectly straightforward. We agree to give them the first choice of so many beds; we do not pledge ourselves to keep them vacant.

1000. You could perhaps put in the agreement?—I think I could, if it were convenient to do so. I will ask our Director of Education, who manages that part of it for me. (*The Agreement was subsequently sent in. Vide Appendix Papers, p. 648, post.*) We have a similar agreement with Salford, who made us a small loan for furnishing, and with Bolton. We keep for them, in one case, five beds, and in another two.

1001. With regard to payment, on which you laid great stress, will you refer to question 865, and then look at question 920. Do you think that in all the cases, or practically all the cases of which you have actual cognisance, the parents or relations could pay?—Yes, I do think so. I hold very strong opinions about that. I judge rather, from the fact that money is always forthcoming, if the parents want to have it forthcoming. For instance, I had a child sent down to Sandlebridge, and the officer who collects the money for the Education Authority, found great difficulty in getting something for that particular child, but the relatives found no difficulty in coming down, seven strong, and paying 1s. 11d. fare each, to see the child. With regard to Hague Street, which is really a typical case,

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it is in a very poor part of the town, we deal with a very low type of child, and the parents are themselves of a very low type; many of them are not in regular work, and they are careless, dirty, and just what you would wish parents not to be, but by insisting we rescue those pennies, and I believe the pennies come there rather than to the public house. People are not generally cruel; it is that they are careless, and sooner than let their children go hungry they will find the pence. If they know the pence are forthcoming, then anybody may find them.

1002. How many pence do you get a week on the average?—It varies, but there are from fifty to seventy stopping every day to dinner, and it is a penny a day. As I say, the teachers have discretion, I have got them to see my point of view, and they have been trying to work these parents up so as to get them more careful all round, and they have power, if it happens to be a very bad day, to sometimes keep the children who would otherwise go home. Perhaps they will keep half-a-dozen whom they would send home if it were not a very wet day, and perhaps those children won't have their pence. It has worked very well in other respects. The fact that we have asked them for the pence makes them more careful about their children's clothes.

1003. I am afraid I misunderstood the object of this payment. I thought it was originally a payment towards the maintenance of the feeble-minded children; now I understand it is a payment for dinners?—That is in the day school; there are two sorts of payments. In the residential school the parents are supposed to pay what they can afford, just as they do when we send children to deaf or blind schools, and the Education Authority pays so much towards the maintenance of the child, and then collects from the parents such a sum as they think proper. We have children at Sandlebridge whose parents pay sixpence. From Salford I am afraid we have some whose parents are not paying anything. We have one whose father is paying £25 a year—that is as much as we ask—and we have another whose father is paying 5s. a week and finding his boy in clothes. It is mostly from sixpence to a shilling a week that is asked. The Officers tell me that they are fairly successful in getting it, but that money does not come so immediately under my notice as the money which is collected for dinners in the day school.

1004. How far are these payments to which you have referred voluntary payments or payments made under a Magistrate's order?—They are not made under a Magistrate's order.

1005. Or under the order of the School Board?—They are made under the order of the School Authority.

1006. It is not quite a voluntary payment?—No.

1007. It is a payment which, if it were refused, could be enforced?—Well, we should try to enforce it. It is reported under the same heading as the payment made for blind and for deaf mute children. There are always a few bad debts to be written off, but we get a very fair percentage.

1008. As a matter of practice, you have no difficulty in getting a contribution from the parents towards the maintenance of the child?—I should not like to say *no* difficulty, because a good deal of pains has to be taken, but if pains are taken the money can generally be got.

1009. (*Mr. Greene.*) Have you formed any estimate of the number of feeble-minded or imbecile persons that would have to be provided for in the Manchester district alone?—If we were to deal with it to-morrow I think we should have to provide at once for a thousand children, at least; with regard to the adults it would be extremely difficult to state.

1010. More than the thousand, or less than that?—I am really not speaking from knowledge, but knowing that those 500 children are now adults, for the most part in Manchester and the neighbourhood, I think, probably if we took all the feeble-minded off the streets, or from what they are doing now, we should want accommodation for 1,000 feeble-minded adults too, but that would not be fresh accommodation; those people are being provided for by the rates in one way or another.

1011. Then you would put the aggregate of feeble-minded and imbecile people in Manchester at 2,000?—I think it would probably be quite that.

1012. Have you had your attention directed to the Report of the Census of 1901?—I saw it at the time, but I do not remember it.

1013. I dare say you are aware that in the Census of 1901 they introduced an inquiry, for the first time, with reference to feeble-minded persons?—Yes, I am.

1014. Previously, the word used had been "idiot"?—Yes, I remember that.

1015. If your estimate is 2,000, might I ask have you any remark to make on the return which is made in the census of 585 feeble-minded and imbecile people for Manchester only?—I think it is quite inadequate. You see I have personal knowledge of 1,100 in Manchester to-day.

1016. Children?—Children and adults. I have the proportion. 1,134 are cases in Manchester and the neighbourhood. The neighbourhood includes two outlying districts. In Manchester there were 523 boys, 182 men, 294 girls, 135 women.

1017. In what year is that?—Unless some of those have died, and I have not had notice of it, that is now. I am quite aware that I have not nearly exhausted it. I am adding to this list constantly.

1018. Pursuing the same subject, have you noticed what the number of feeble-minded and insane persons is throughout the whole of England in the census returns?—I have not got the figures here, but I did notice it.

1019. 132,654, it is returned?—As feeble-minded, and idiot and insane? I remember noting at the time that it is a wholly inadequate return. May I correct myself. That list of 1,134 includes the "rejects," the imbeciles and idiots who are not in asylums. I have them also in that list.

1020. You were good enough to refer us to the figure of 100,000 which was the estimate of Mr. Dickinson, for feeble-minded children only?—I think he said not feeble-minded children only, but of all feeble-minded. I have Mr. Dickinson's exact words here.

1021. I observe Mr. Dickinson says, "I took it at 100,000, based on calculations from the London School Board"?—Mr. Dickinson says, "These calculations if applied to the total population of England and Wales would give numbers varying between 180,000 and 330,000. I think, however, such figures would be considerably above the real facts, but I believe I shall not be exaggerating if I say that we have in England and Wales in addition to the 110,000 certified lunatics another 100,000 who certainly are not mad, but as certainly are not sane."

1022. In the census return I observe they give as the total of imbeciles and feeble-minded from childhood 10,254. Do you think that is an adequate return?—I think it is totally inadequate. Unless some skilful person is making an inquiry, children do not get returned as feeble-minded, and grown-up people do not, unless they are certifiable.

1023. I was suggesting the census, for this reason, that there was an obligation on every house-holder to make a return in reference to deaf, dumb, feeble-minded, and so on?—They won't do it.

1024. In order to form a notion of what provision might have to be made, as a suggestion from this Commission, I want to see what means we have of estimating the number to be provided for. I am offering the suggestion as to whether the census of 1901 would be any guide to us?—I do not think it would. I think a far better guide would be the children in special classes.

1025. That would not include adults?—No.

1026. If we are to make provision for adults, have you any suggestion as to how we could get an estimate of the number of adults that would have to be provided for?—There are two sources which might very usefully be examined into: one is the feeble-minded in workhouses. I think if an adequate return could be made of the feeble-minded in workhouses, that you would arrive at some remarkable conclusions. The other is the feeble-minded in prisons.

1027. I happen to have here the reference to the feeble-minded in workhouses, as they were returned by the census of 1901, and I find that the insane, feeble-minded and idiots in workhouses in 1901 were 14,972. Would

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that be more or less than you thought?—I should think less, probably, because most of those, unless they have somebody very intelligent at the head of the workhouses, would be very bad cases. They would be those that were remarkable in their badness, so that they could be noted. I find it is not generally understood what is meant by feeble-minded. People will tell you "He is a bit queer, but he is not feeble-minded," thinking that you are expecting to find some very marked evidence of imbecility or idiocy. I have a town in my mind, and the Authorities of that town said, when they were asked, that there were no feeble-minded children in the town. Partly because of what has been done in Manchester, and partly because this Commission is sitting, that particular town—which I would rather not give the name of—has now applied to me to know if I will make arrangements to take their feeble-minded at Sandlebridge.

1028. What I was trying to get was a means of ascertaining the total number that have to be provided for, because if there are to be schools and colonies one would like to know how many there should be all over England, and subsequently we should have to see who ought to provide for them. I wanted to get some definite figures, or some basis, on which the computation should be made. You disregard the census?—I do not think the census would tell. I think if you were to take, as a beginning, the feeble-minded people who were about to pass out of school at the age of sixteen, they will be adults for educational purposes within a year, then if you were to get a return of the feeble-minded, not merely adults and imbeciles, but feeble-minded, in the workhouses, then if you were to get the number of feeble-minded criminals, I think you would reach, not all, but very nearly all. If the Education Act is properly put in force (at present it is not put in force, a very small proportion of the children are dealt with under the Education Act) it should within the course of a few years sweep in all those who will be feeble-minded, and I presume not even this Commission, though we would wish it, would think of making adequate provision, at once, for all the feeble-minded. The thing will have to be done, I imagine, by degrees. It seems as if we were offering the country an enormous new burden to bear, but it really is not that. If the workhouses could be relieved of the feeble-minded "ins and outs," and if the prisons could be relieved of the feeble-minded who are committed, like poor old Jane Cakebread was, a matter of 600 times in the course of her life (at any rate some hundreds) the country would be bearing its burden in a much easier and much more humane way.

1029. Have you considered the way in which the children of the middle class, or of the rich can be dealt with?—Yes.

1030. Would you suggest a labour colony for them?—Undoubtedly, for their own sakes, one would suggest it, but I should think that the proper course to take with those who can provide for their own children would be that they should notify the trouble and show that they were taking proper precautions in the way of segregation and care during the child's life. It would not be right, for one thing, to put the burden of those children upon the State; and for another thing it would be extremely difficult to enforce their being sent away. At the same time if a parent wished to send his child to a labour colony I think it should be made possible for him to do so on his paying a proper sum.

1031. And being kept amongst people of his own station?—Not necessarily. These children are all of one station. After a few months there would be very little difference.

1032. Do you think it would be a practical suggestion to make, that the children of the middle class should be liable to be sent, contrary to their parents' wish, to a labour colony to be mixed with the children of the pauper class?—No, I do not think it would, but I think the parent should be called upon to show that he is taking proper precautions.

1033. How would you, practically, make each parent give the necessary return, so that it could be ascertained?—Would it not be possible that doctors should notify cases as they do with other very serious diseases?

1034. In the case of a doctor who is called in to see a diseased child he may be easily made to account for the existence of the disease in that particular case, but when there is no obligation to show the feeble-minded child to the doctor he would have no knowledge of it?—No, and it is very easy to conceal a feeble-minded child amongst the poor. You might say it would be easy to conceal a case of smallpox. There is no obligation on the parent.

1035. I do not mean absolute concealment, but unless a child were ill there would be no necessity for the doctor to see the child at all at the age when it might be desirable, in the child's interest, to report it as feeble-minded?—I think it would be a very good point for the lawyers to consider how they could frame some law which would be applicable to the rich as well as the poor.

1036. If the Education Acts were to be enforced, the Education Authorities would have the knowledge?—They would have the knowledge of Elementary school children, but not of those that did not go to Elementary schools. It seems to me a difficult point.

1037. Have you any suggestion which you could make for dealing with the, possibly very numerous, class of imbecile children amongst the middle class?—I think that it would be quite a proper thing if some institutions were founded where such children might be received at a moderate rate of payment. I do not wish to suggest for a moment that the various doctors who have homes for these children ask an immoderate rate, but they give the children a very great deal, and they quite properly ask a very large sum. It is within my knowledge that there are cases of very great hardship amongst the clergy, amongst doctors, and amongst people whose income varies perhaps from £500 to £600 or £700 a year, who would gladly put their child in some safe home if they were sure the child would be kindly treated. It is exceedingly difficult to find such a place, especially now that the asylums are objecting to receive children of an unimprovable type.

1038. Have you considered whether these colonies should be an Imperial or a local burden. Should it be put upon the rates or paid for from the National Exchequer?—That again is a question that I should like to leave to people qualified to answer it—at any rate, I should like to ask a great deal of advice before I offered an opinion. It might press too hardly on some districts if it were left entirely to the rates.

1039. Is the County Council, in your judgment, the best Local Authority to deal with this, or do you think the Guardians should be the persons to deal with it, or the Education Authority?—I think the County Council or the Town Council should be the Authority for the simple reason that the whole thing could then be made so much more consecutive. If the 1899 Act was made compulsory on Authorities then the Education Authority would be compelled to provide instruction and care for these children up to the age of sixteen. Then it would be a very simple matter to have a further committee of the Town Council or the County Council which should take on those children after the age of sixteen. It would not be an altering of Authorities. I do not see why we should put this burden upon the Guardians. I have a very strong feeling that illness of any kind should not mean pauperism, necessarily, and this is a terrible misfortune; it is the worst misfortune that can come upon anybody. I think the County Council could deal with it more properly than Boards of Guardians.

1040. At the age of sixteen would your system involve the Authority making up its mind as to life-long detention?—I think before the age of sixteen. It would vary very much in individual children. I know children of nineteen who are quite harmless, and others who at fourteen ought to be removed from their fellows.

1041. I understand you think there might be a system of triennial certification?—I think that would be a good plan.

1042. At the age of sixteen, the age of emancipation it would pass to this Board to send it to this home?—Yes, or school or colony.

1043. When it is there would you have still a triennial certification?—I think practically it would meet people's objection to certifying for life. It would also involve very careful inspection.

1044. What system of inspection, on the part of the

Government, so as to protect the interests of the child, do you suggest should be made ?—The most minute that can be devised.

1045. Government inspection ?—Government inspection. I do not think where feeble-minded persons are concerned that inspection could be too careful.

1046. Or too frequent ?—Or too frequent, or too unexpected. If there is a trouble arises, and it is a question between an official and a feeble-minded person, it is so easy to say the feeble-minded person is in the wrong, because who is going to take his word ? I think outside inspection from some central Authority is absolutely necessary, and it should be frequent, careful and unexpected.

1047. Then, unless we can ascertain the number of persons to be provided for, and therefore the number of homes that would be wanted, it is impossible for us to estimate the cost at all ?—It involves so many figures. It is removing the cost from one institution to another in a great many cases. Supposing the workhouses had all their feeble-minded cleared out and put in a labour colony, these feeble-minded would, after a very short period of detention, become much more remunerative, they would be less costly, I should say, than they are now. It would seem an enormous cost to say you must provide for so many feeble-minded at such a cost each, but then people would have to consider that, as it is, so many fewer feeble-minded were being provided for in a more costly way.

1048. In dealing with persons who are to be kept in the labour colonies, what means of punishment, of control, they being adults, would you allow to be exercised ?—It would be more difficult in the case of those who were taken as adults. With those who are taken as children the necessity for punishment is extremely small. You can run them into any groove, and very small rewards and very small punishments would suffice. If to-morrow we could take the paupers and criminals some very rigid discipline would be necessary for a few years. That again would be a proper question for the Prison Authorities to consider. With regard to those who were under care from their youth up, a very slight measure of punishment would be necessary.

1049. What kind of punishment, does it occur to you, could, with any humanity, be administered to an adult who has been guilty of personal improper conduct or refused to work or was disobedient or mutinous in the establishment ?—It would depend, again, very much upon the physique of the person. If he were a great brutal, cruel-hearted person, probably physical punishment would be the best. If he were one of those people who can only be made to feel through feeling pain, probably that would be the best. If, on the other hand, he could be, as many of these people can be, easily reached through his emotions, it would be probably sufficient to disgrace him in some way. Then again, if it were necessary for the care of the others, there would undoubtedly have to be seclusion. It might be necessary to have something in the way of cells. I am speaking of those who have been allowed to become criminals or paupers.

1050. With reference to marriage do you suggest that there should be any Statutory restraint on the marriage of persons who are found by a medical man to be feeble-minded ?—Yes, certainly.

1051. In what way would that come about. While such a person was in a labour colony or under restraint marriage would be impracticable ?—Exactly.

1052. Take the case of a person who is not in one of those colonies, for some reason, how would you prevent marriage ?—Well, there is a very wide-spreading State Church, might it not be the duty of the parsons to satisfy themselves that the persons to be married were fit and proper persons to be married ? It is a difficult question; I think very wise heads would have to come together. I may quote to you one case which has been reported to me, where a man at eighteen years old was playing with tin soldiers on the floor like a great baby, and at twenty-one, in order to have an heir to the property that man was married. His wife has left him now, and there are three young children. Such a thing as that ought to be impossible in a civilized country.

1053. Had that man been found by Inquisition to be out of his mind the marriage would, under an old Statute, have been void altogether. Is it your suggestion that a certification of a doctor, without being followed by an Inquisition, should be sufficient to invalidate the marriage ?—Would a doctor be sufficient; or should it in such a case be passed through legal hands as well ?

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1054. Is everybody who comes to the altar to be prepared with certificates that he is sane ? How could we work out the idea practically ?—I think the lawyers and the doctors will have to put their heads together and consider that question. I think it is beyond me

1055. Have you found there are many of these imbecile children who are bastards ?—Yes.

1056. A very large proportion ?—No, not a very large proportion, but a certain proportion. Of these children on whom I have made a special report I think ten are illegitimate.

1057. The mothers being inmates of workhouses ?—Not necessarily

1058. Has your attention been called to the state of the law with reference to the protection of women, who are imbecile, from assault and improper overtures and so on ?—No; I can say definitely that it does not work, whatever the law may happen to be.

1059. You mean that those unhappy creatures are made the victims of impure men ?—Undoubtedly. I have known cases. Also, I think one must bear in mind, in very many cases which are returned of assault and indecency the man is the feeble-minded one and is as much under the control of his animal passions as the woman; and perhaps more so. It comes just as much through the fathers as through the mothers.

1060. (*Dr. Donkin.*) I think you have shown by your answers to Mr. Hobhouse that you have studied the medical side of the question and are thoroughly acquainted with the difficulty of making an absolute division between idiots, feeble-minded and imbeciles. I should like to ask what, in your opinion, would be the best medical machinery by means of which persons, children and others, could be technically decided to be feeble-minded, or rather should be detained by reason of feeble-mindedness ?—I think, taking again the Act of 1899 as a basis, it would be desirable in every case where that Act was applied to have one skilled medical man who should know normal children especially well, who should see every child who is admitted into the Special schools, and that it should be his business. I do not think we can properly delegate this to just any medical man that comes along. I know that is the opinion of many medical men. I have had the pleasure and honour of working with a good many medical men now and they have told me that they were not at all aware, until they came to study the question, that there was anything like this amount of feebleness of mind, and that it was not until they had been studying it for some time that they became familiar with the different types of it; and I should like to see every Education Authority compelled to appoint one skilful, wise, medical man through whose hands every child should pass, or, of course, in case of necessity as it would be in London, more than one. I think the Education Authority would be the best authority, and the same medical man, no doubt, could serve the committee of the County Council which would deal with adults.

1061. Would you like to see all the various districts officered as Manchester is officered by Dr. Ashby ?—I should like it very much. The Education Authority provides for the skilful help of some wise person who is educational as well, but a wise doctor who knows children pretty well can form a fair estimate of what should be the normal response of a child. I think we should guard children against being judged by anything but their response. As I have said in the case of microcephalic children, you can generally tell pretty well. In the case of mongolian imbeciles you can tell, but it is not fair to put down a child as feeble-minded, because it has a high-roofed palate, or because it does not hold out its hand in a particular way when it is told to, or because it is under shot or over shot or even crippled in different ways. There is a risk of our getting into the hands of faddists.

1062. Would you have each child judged by its conduct rather than by its marks ?—Yes, and I think every child should be examined verbally as well as more or less looked

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at. There is one thing that is very remarkable always. If a child at seven or eight has defective speech, it does seem as if it almost invariably went, unless it is merely stammering, with some defect of brain. Otherwise, one finds children who are most peculiar in appearance who are quite normal in intellect.

1063. From your large experience now of these institutions that you are connected with, what, in your opinion, is the proportion of those, including the best of the higher grade of feeble-minded, who might be expected after a certain time to shift for themselves, to earn their own living without supervision?—If you put it that way, to earn their living, I dare say perhaps after careful training one fourth might earn their living; of the better ones perhaps one-fourth of the whole, but I do not think that is the test for discharging them.

1064. Without supervision, I mean?—Yes, even without supervision, to earn their living. It would be a poor living. I do know feeble-minded people who will earn a poor living and who are perhaps on that account more dangerous because they are more likely to marry. I think that that is a dangerous test to put. In various places those who are regarded as improvable would vary a good deal. In Manchester, as you know, we have a very careful system of admission. Of 260 cases who are in school now, there is only one child who is, or ever can be, normal unless some of our cretins improve so under the thyroid treatment that they become more or less normal. That is a child who is not sufficiently deaf to be sent to a deaf mute asylum, therefore, we have taken her in to save her speech, but she is not of weak intellect. She is the exception. If you take a child of seven who is only slightly feeble-minded, when it is very carefully trained up to the age of fourteen or fifteen or sixteen it is possible to teach them hand work by which they may earn a living. Some of our boys can earn their living by caning chairs, but they are not on that account less dangerous, but more dangerous.

1065. There is a proportion of about 25 per cent. who might be able to earn their living, who would be dangerous?—Yes, that might be able to earn their living in a sort of a way.

1066. What proportion are there who would not be dangerous?—Not any one. One sees the continuity of this evil; one cannot but see that if this question had been taken in hand in the last generation it would be a much smaller one.

1067. (*Mr. Loch.*) You referred to a small home for feeble-minded women who had been to the workhouse and had illegitimate children. Do you know any other home like that round England?—No, I believe there is no such home any where else in England.

1068. If the County Council were to step in and deal with this whole class, would you say it was the proper Authority to deal with that class too?—Yes, I think so. I think it would be a pity to divide the Authority. I think if the whole class of feeble-minded can be dealt with by one Authority it would be better and even though I know the home and know how beautifully it is managed, I have a strong feeling that it would be less costly in the country, and the girls would be happier and better if they were in the country and at a labour colony.

1069. With regard to the question of the avoidance of marriage, I suppose we have now a great mass of evidence coming from the schools, of the earlier history of children which constitutes practically a new factor in legislation on that head?—Yes, I think there is such a mass of evidence, and I think also that it is nothing like complete. For instance, as regards this list which I have brought, we tried our best to get at the family history, but since I was here last I have found a family history in a case where it was not suspected. If the same people are seeing children from week to week and confidence is got, the family histories come out. The first impulse of many people is to deny any family history at all, but further knowledge brings it out. When people are aware that the whole trouble is being dealt with, not as a disgrace, but as an illness, I think that one arrives at a much more valuable history than we have now.

1070. It would be in the better class of cases where you think there should be some notification required?—Yes, I should be very glad if it could be compelled. I mentioned a case last week where the grandmother was an authoress, and almost all the members of the family were feeble-minded except the daughter, and the mother is most anxious that she should marry. I have no doubt the girl will marry within the course of a very few years. The mother says she will be happier married.

1071. As to discriminating and ascertaining who are feeble-minded, is it possible to deal with the question of the number without the help of two or three medical men who have specially studied the class and made at any rate a sufficient preliminary investigation in certain Unions, particularly the Poor Law?—No, I do not think it would be possible. I think the medical men selected to do that work should not of necessity be only specialists, they should have a very complete knowledge of normal people too.

1072. Our present figures are practically valueless, you would say?—I think so. I think they are so incomplete. I think in Manchester we are beginning to get at figures which are valuable. Supposing that we get the figures for Manchester or for Birmingham, it would not of necessity follow that those figures were applicable to all England.

1073. You look forward to getting what would be sufficient figures for Manchester?—Yes.

1074. Particularly in relation to the Poor Law?—I have not personally touched that question in Manchester yet, but I think we may get it in the course of a few years.

1075. You referred to the Sandlebridge Home, and said that it cost £27 10s. 0d. less rent, per child?—Yes, we have no rent to pay.

1076. Could you say what the capital expenditure for 50 children would be?—The present schools cost £112 a bed, and the new schools will cost £80 a bed—the new schools we are about to put up.

1077. Is that because you find you can manage it cheaper?—Yes, we can manage it more cheaply. For one thing we are putting up semi-detached buildings, and for another thing we are dispensing with an architect; one of our committee has been our architect.

1078. Judging from your experience, some figure between £80 or £100 should meet the cost per bed, even in a colony arrangement?—Yes. We have not paid for our land. I should think about £90 a bed should do it, especially if it were where land was cheap.

1079. To come to the adults, do you think that would be equally so in the case of the adults—£90 capital expenditure?—I think it might be less. In a school we have to comply with the regulations of the Board of Education. We have to provide school-rooms as well as living rooms for the children. If one were starting an institution for adults only, there would be no school-room. The cost of the school-room is included here.

1080. With regard to the grant that you get from the Cheshire County Council, that is for children that are defective; they give it as an Education Authority?—They give it as an Education Authority.

1081. Do you know any County Council making provision for defective children under the general term "idiot"?—No, I do not. I have not been able to find that any are doing so. I know that Surrey is making a number of enquiries, but I do not think that they propose to go further than those who are dealt with by the Act of 1899.

1082. At present am I right in saying that neither through the County Councils nor in any other way is there any provision made for these people after 16 or 18?—Nothing but the Poor Law.

1083. Therefore all these cases now are gravitating to the Poor Law?—They are all gravitating to the Poor Law. When they become quite impossible at home, even the parents, however respectable, try to get them taken by the Poor Law.

1084. and the Poor Law have no arrangements generally, except the workhouse or the infirmary?—No.

1085. Have you found these cases boarded out, either as children or adults?—I have only known one case, and that was a case of a child of very well-to-do parents. My friend Miss Walton Evans, who is a Local Government Board Inspector, has been giving very special attention to the boarding out of these children, and she will be able to tell you. In Scotland they are boarded out, and im-

beciles and feeble-minded are boarded out. There is a very great division of opinion as to whether it is a wise plan or not. There is quite a controversy about it. I think myself it is a most dangerous thing.

1086. (*Mr. Burden.*) In reply to Mr. Hobhouse, you told the Commission that you thought that the number of supervisors might be less in institutions for feeble-minded than in asylums. The number of attendants at asylums to the inmates works out at about one to every ten inmates. Would you think that less than that would be sufficient for the weak-minded ?—For weak-minded adults, I think so ; especially if they had passed through the preliminary stages of being educated from childhood upwards. I was so impressed with the fact that it is an exceedingly difficult thing to reclaim the weak-minded who has come to grief that in our schools at Sandlebridge we do not attempt to deal with others than those we can take in young enough to form their habits, I am quite sure my children, when they are grown up [and they are nearly grown up, some of them now] would only need such supervision as is necessary to direct them, but if you take feeble-minded straight from the streets, straight from the gaols, and straight from the workhouses you would need a very much larger proportion of attendants than that, because they would have such bad habits.

1087. Anything less than one to ten would mean you would have to have fifty inmates and only two or three persons to look after them. There must be time for some to be off duty ?—One in ten would be five.

1088. With one off duty it would leave four ?—In the case of the ordinary feeble-minded that would be enough.

1089. That would be the same as in the asylums ?—I really believe that fewer than that would be enough. I feel sure that if I could take a little farm in Essex where I could pass on my boys, that one respectable, thoroughly good man could take charge of twenty-five or thirty boys and manage them perfectly. They do not want nursing, If they are such children as want nursing, they should be in a hospital. They could be set about their daily work, and would do about three-quarters as much as an ordinary person. After they have been broken in I do not think there would be the least difficulty in one man managing each house, or one woman. The question comes in of relief, so there would always have to be two, because you could never leave the children to themselves.

1090. You told Mr. Loch the cost of building, including land, you thought would work out at about £90 a bed in the case of infants, and in the case of adults possibly less. I think you based that opinion on the idea that no school-rooms would be required for the adults, whereas they are required for the infants ?—Yes.

1091. But you would have to provide workshops, would you not ?—Not if they were living on the land. That is one thing I feel very strongly about. If we have a work-shop and set them to tailoring and shoe-making we get a protected industry competing with outside industries where there is no special protection, but if you put them on the land there is no necessity for a work-shop. There are the barns and sheds and the rest of it, the outside farm buildings, but the people would live a normal natural life.

1092. Those farm buildings, sheds, etc., would cost money the same as school rooms ?—Yes. I was thinking of acquiring them, I was thinking of the fact that at this moment we have just signed a lease of a farm which is to cost us £25 a year and repairs. There will be room for ten boys and their supervisor. There is stabling for twenty cows, there are sheds, etc., and we can rent the whole for £25.

1093. You would have to provide more floor space for adults than for children, so that that might make your buildings somewhat more expensive ?—I have not considered it so. We have provided on the ground of providing more space for the children than we should, necessarily, for the adults. We have taken rather more than the hospital area for each child, thinking it is very much healthier.

1094. (*Mr. Chadwyck-Healey.*) I should like to have the advantage of your very great experience in this matter on the question of detention. I gather from your evidence that you have no difficulty in your mind at all about the children, because, as I understand, the children in the Elementary schools from a very early age to the time when they become adults are under constant supervision ?—Yes, they should be.

1095. Therefore there will be no practical difficulty in the transition period as to whether they are fit subjects for detention or not ?—Not at all.

1096. Then with regard to the adults, it seems to me there might possibly be more difficulty—the adults who have not been under observation. Can you from your experience suggest any way in which they could be brought in, so to speak, as subjects for detention ?—I can only suggest, again, asking experienced medical men. I certainly think, in fact I know, that there are a large number of adults who should be brought in, people who are earning some kind of living ; they are on the streets selling matches, newspapers, and so on ; they are unemployed ; they are at large in difficulties of one kind or another. They do not always come under notice either as criminals or paupers. I cannot help thinking myself it would be a very good plan if every criminal were seen by a medical man, and if it suggested itself to that medical man that the person who was brought up for crime was not responsible for his actions, that then there should be a further enquiry, and instead of convicting a person perhaps three times in the course of a year, he should be committed to a labour colony for three years, to be again committed at the end of those three years ; but naturally it will present more difficulties than dealing with children.

1097. If we may leave aside the criminal class and paupers who come under supervision, more or less, of the Guardians, there is still another class who are not under supervision at all at present. How would you propose to get those people under supervision ? Have you thought about that ?—I have thought about it. I think it would be an extremely difficult thing to do, unless they brought themselves within reach of the law, one way or another. I do not see how one could reach them. That is why I am so keen about having all the children of the present generation taken care of. The last generation had no sense whatever of responsibility to the future, they did not care ; that lies at the root of the whole trouble. If people had a fine sense of their responsibility to the future we should not be having to deal with the adult feeble-minded at all.

1098. Now, may I go for a moment to the pauper class. We may leave the criminals. Take the illustration which you gave us, I think, of the woman who comes into the maternity ward. We will assume she arrives there. How is her case in your opinion to be immediately dealt with ? First, there is diagnosis, she must be discovered to be of weak mind ?—Yes.

1099. How would you suggest that should be done ?—There again she will come into contact with the medical man, but I do not think the ordinary medical officer of the Board is probably the best person to judge. It is within the knowledge of those who have made enquiries in workhouses by asking information from workhouses that sometimes the officials put everybody down as bad and none as weak-minded. The first step I think is that if a woman comes into the workhouse with an illegitimate child it should be considered evidence of weakness of mind ; there is certainly weakness of moral fibre. I think the case might further be enquired into and her history considered. I have quite a typical case of which I know all the story now. We have a little child at Sandlebridge now, who is the illegitimate daughter of a mother who has had many children. She was only known as a bad woman within the Education Authority's ken, and we could not remove the child, she would not part with it, but presently she went into the workhouse again. As soon as I knew of her going into the workhouse I got the workhouse authorities to take possession of this child and send it to us. Then I found that for thirty years the mother had been known to be weak of intellect, while no steps had been taken to protect her. She was not an imbecile, but they said she was not responsible. I am sure a great number of those cases could very easily be dealt with. I do not think there would be much difficulty in dealing with those cases.

1100. I suppose you would suggest that the medical officer of the workhouse should report to your medical

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expert, whom you have indicated more than once, for examination?—Yes.

1101. He would notify, or he would certify possibly in your view, that that person ought to be detained?—Yes.

1102. Is there not still a further difficulty in this way; supposing she is married and has a family of children at home, how about the detention then?—Is that a common case?

1103. I do not know?—I think not. I think it is not at all a common case that the mother would come into the maternity ward of the workhouse if she is married and has a family of children at home. I know it does happen. I was rather thinking of the mother of the illegitimate child.

1104. We know from our experience of the maternity hospitals of London that there are a great many married women with husbands and children at home who come into the hospitals?—Yes, I was not at all intending to indicate such people as those.

1105. No, but I was suggesting there might be equally a number of feeble-minded mothers come into the ward, and there might be social difficulties which would make detention difficult?—Exceedingly difficult, unless they had done something eccentric as regards the law or as regards social conditions. I do not see unless there was definite evidence of feebleness of mind how you could interfere.

1106. It comes to narrowing the class of adults to the criminal class practically?—The criminal and pauper class. They are not classified as paupers, I believe, if they simply come in for that kind of relief into the ward, so they would not then become paupers.

1107. I gather from your evidence that your hope lies in the children, and that you would be prepared rather to let the adults slip?—I should not like to say that. I should like to get hold of the adults if any machinery can be divised for getting hold of them. For instance, I would detain all feeble-minded criminals and all feeble-minded paupers; but I would detain all feeble-minded children whether they belong to the criminal or pauper class, or not, because as you suggest, the period of time under which they would be of necessity under observation, even as the Act stands now, from seven to sixteen is amply sufficient to sift them out if they were of normal intellect.

1108. Have you been able to follow up the family history of children who have left at sixteen?—In Manchester at present we have only had five leave us at the age of sixteen. There were two girls, and in each case I got the Union (in one case the Manchester Union, and in the other case the Chorlton Union) to have those girls and send them straight to Miss Grayson's Home for feeble-minded girls in Liverpool. In one case the girl has remained there—it is over a year—in the other case the mother, a bad woman and feeble-minded woman, at the end of six months removed the girl, and she in now at large in Manchester. The other three cases were boys, all epileptic. One is working with his father who is a joiner. As the poor man says, "he will be all right as long as I live, but I should like to know what will become of him after." In the other cases the boys are at large. One is suffering very much. He beseeched me himself to take him to Sandlebridge, but he was too big and dangerous.

1109. Under the present system is it difficult to trace the career of feeble-minded children who have left?—I think it may prove to be very difficult. I am trying very hard in Manchester. The schools have not yet been open more than three years. We are trying very hard to keep account of them. A great deal more has been done in Birmingham in that direction than anywhere else. I hope Mrs. Pinsent will have papers prepared. In Birmingham they have done a very great deal, thanks to Mrs. Pinsent, in keeping account of children who have left, and it does seem to be a very deplorable history. There is no accommodation for the children. We could place the children if there were accommodation, but we have nowhere to send them. Having no powers of detention, in cases where we do place the children the parents can remove them. Powers of detention for those children would mean a wonderful gain both in economy and saving of suffering.

1110. Would it be more difficult in rural districts than in urban districts?—I should think in rural districts it might be easier to trace the history of the children, because there is not so much tendency, as far as my experience goes for the people to move about. The family stay where they are and that to a great extent accounts for the greater amount of imbecility and idiocy in rural districts than in towns, I think.

1111. (*Mr. Dickinson.*) With reference to the numbers of children that you found in Manchester, I understood you had 500 out of 39,600. That was the first experience?—Yes.

1112. That works out at about 1¼ per cent. of that number. I think you said that you reckoned there was 2 per cent. of the school-going population who were feeble-minded?—Yes, because since that time we have added very largely to our experience and to our numbers, and I have seen good reason to think that the number is much more than we supposed. Then that first 500 we selected from children actually in schools. To them should be added some thirty-six whom I saw in their own homes. It works out, as you say, at about 1¼ per cent. Since then the more we work the more we find that there is a larger proportion of children than we supposed at that time. Teachers are now beginning to send us in lists. They realise more what we are looking for than they did then. Parents begin to apply of their own free will to have their children taken care of, and we are arriving at a number of cases that we did not know anything about. We have now in the day schools in Manchester 220, and they are in three schools only, dealing with only three small parts of the town. We have now more children in Manchester, without Withington; we have 120,000 school children in Manchester, and we feel we are only beginning to touch the fringe of the question. We have a long waiting list. If I added to the number I have presented to-day, the number of whom I have been told, it would be very greatly increased, but I have only given those whom I have seen in conjunction with medical men.

1113. You are not able to say, taking the whole area of the schools in Manchester, how many of them ought to be in Special schools—what percentage of them?—I think it will be 2 per cent. This new district that has been taken in is a much better class of residental suburb. I have already on my list quite a number of children waiting there who could not be admitted because they were just over the border. Now they could be admitted. In fact all our schools are quite full. We are just about to open another. As soon as they can afford us the money we may open yet another in this new district.

1114. I suppose owing to the fact that the children in your Special schools are all definitely feeble-minded, there is no chance of their going back to the ordinary schools?—There is only one child who is not definitely feeble-minded. There were two but one has left us. He was a very difficult kind of cripple. This other child is a child who is almost, but not quite, deaf. We could not send her to the deaf mute asylum, because she was not deaf enough, and we found the only way to save her speech was to take her to this school where she could have regular articulation lessons. She is not a feeble-minded child. All the others are absolutely, definitely feeble-minded.

1115. I daresay you are aware in the feeble-minded schools in London, there are children constantly being sent back from the feeble-minded schools to ordinary classes?—I know. We have set our faces in Manchester against doing that. We think that, as the Act stands, the gain to the child of having an extra two years under control is enormous, and it keeps them so many years more off the streets. I know in London if you can make them like enough to ordinary children to return to ordinary schools, it is thought that the child does not go out branded. "Branded" is a strong word, but I should like feeble-minded children to be known as feeble-minded, and not to be like ordinary children. Then because they take work when they leave school they are considered more or less able to look after themselves. It is only in Birmingham it has been found out three months after they leave school what they are doing.

1116. You would prefer leaving the feeble-minded in the ordinary classes to taking them into special classes and re-drafting them back again if they turn out better than expected?—I do not think there is much risk if

you have skilful admission. In many cases we admit them on probation, but it is always on probation to see whether it is not an imbecile or an idiot, to see how much of its bad appearance is due to neglect, and how much to its own imbecility. From time to time we discharge children who have been months on probation because they prove to be idiots, and we are not allowed to handle them.

1117. Probably your percentage is low, but if you were to take in children who are doubtful in these schools you would find the average is more than 2 per cent. perhaps ?—I think that is so; if we were to take all who are offered us, we should run it up very much. Perhaps a child has missed school attendance for quite a long period because it has been in and out of hospital. It may not be a feeble-minded child, yet it may be so backward that it might be an advantage to it even to be brought in. Such a child as that we do not admit. We say, "This child is not feeble-minded, and we cannot deal with it in schools which are for the feeble-minded."

1118. I want to ask a little about Sandlebridge and the cost there. You say they cost £27 10s. a head, and that is exclusive of the cost of the land and buildings ?—Yes.

1119. That is for fifty children. Can you give me an idea of what the cost of your land and buildings was ?—The last buildings cost £112 a bed to put up. We reckon that we shall put up the next two buildings, which will be semi-detached, for £80 a bed.

1120. That for fifty children is about £6,000 ?—Yes. I believe as a matter of fact the two buildings together cost £5,700; then there was furnishing.

1121. I suppose you cannot tell me what that comes to per week per head. I make it out that £5,000 would involve an expense of about 2s. 1d. per week per head ?—I have not reckoned it out that way. The food per head costs 3s. 8d.

1122. You have stated the food comes to 11s. a week—£27 10s. a year ?—The £27 10s. includes clothing, teaching and everything.

1123. But not land ?—But not land, because our land belongs to us.

1124. Therefore, if my calculation is right, that would be about 2s. 4d. in respect of them; it would amount to about 13s. 4d. a week, the charge for each child ?—Yes, I suppose it would. We have only just made up our accounts for this year. I think it will work out very likely rather less than that this year. We get more off the land and we are getting better organised; also the schools have been quite full, and it costs a little less when the schools are quite full.

1125. You have told me that includes education ?—Yes.

1126. I suppose you find education a very heavy item ?—It is a very heavy item—two teachers for fifty children. Five boys and three girls are half timers. There shortly will be more half timers. We must have two teachers. It is very difficult to staff a school; it is very difficult to get the right kind of teacher. We have two matrons, two teachers, two assistant matrons, two servants and two gardeners.

1127. What do the wages come to ?—I can give you, if you like, our report, which will show you.

1128. One of your experiences was that the expense of children was so very great with regard to their education ?—Yes, it is so.

1129. If you can tell us what the cost of the education of these children comes to, we can then get the balance ?—The salaries of teachers and officers last year came to £202 15s. That does not include the gardener's salary, which came in on the garden and farm account. That is teachers and officers. That includes the servants and the matrons. Our last teacher had £45; she has just left us. She was not very highly certificated. She had £45 and her board and lodging, and she had an assistant at £20.

1130. I suppose your experience does not lead you to be able to say what would be the actual cost of adults who no longer want special teaching ?—I think it could be made very considerably less, but I have not yet dealt with that question. I do know one home in which the girls almost entirely pay for themselves; that is Miss Grayson's, at Liverpool. The girls are almost entirely self-supporting. There is a small subscription list. They get some payment from the Guardians, but by taking in washing they very nearly support themselves. I think it might be so in almost all cases if the thing were wisely and economically managed without a great variety of tables—this table for the head, and that table for somebody else, and so on; if it was made family life, the thing might very nearly be self-supporting—not quite.

1131. Do you get for your boys payment from the Guardians ?—Yes.

1132. What do they pay ?—The Guardians pay £25 a year for a boy, for everything.

1133. That is 10s. a week very nearly ?—The Guardians would pay me 10s. a week.

1134. Is that the Lancaster Guardians ?—Any Guardians. I have the Burton-on-Trent children; they pay me £25 a year.

1135. They would not pay that when they get to the age of an adult ?—No, but they have power to. I do not know what will happen, it remains to be seen; I am going to try. When my boys that are sent by School Authorities become sixteen, I am going to try and get the Guardians to adopt them, make them Guardian cases to see if we cannot get money for them in that way, because it is a serious question.

1136. None of your boys, I suppose, have reached sixteen yet ?—No, one will be sixteen in a few months, another will in three months.

1137. What are you proposing to do with those ?—Keep them. If any objection is taken to their remaining in the house, these new farm buildings which we have just rented, will afford us an outlet for these boys for some years to come.

1138. You hope the Guardians will go on paying ?—I am going to try. I do not know whether they will. The majority of our children are sent by the Education Authorities, not by Boards of Guardians.

1139. Sent to you as a boarding school ?—Yes, the majority of them.

1140. How much do they pay ?—If they are contributing Authorities, that is to say, Manchester and Salford, which contributed towards the furnishing of the schools, and Bolton and Blackburn, who all gave some small sum towards the furnishing of the schools, they pay £20 a year, but non-contributing Authorities pay us £25.

1141. You have not had much personal experience, have you, of homes for adults ?—I have not kept any home; that is to say, I have not looked after it. I have been to see a good many homes; I have seen the one at Birmingham, I have been to Miss Grayson's home, and I have been to Cunningham Road.

1142. I suppose you would bear me out in saying there is no very large tendency to escape from these homes ?—I think there is less tendency than there was, because I think people are understanding better how to handle the girls. The experience of Lady Frederick Cavendish when she began this work many years ago was that she could not keep the girls. I know at Birmingham a good number have left. They are supposed to be permanent homes, but they discharge at the rate of something like ten a year. That is in their report. At Cunningham Road, which everybody supposed would be particularly difficult, because of the type dealt with, I think I am right in saying only about two have left. It has been rather remarkable; I do not think there is the difficulty generally supposed, if the girls or boys are kindly and reasonably treated.

1143. I suppose you would say if the difficulties of detention were too great for such powers to be granted, the necessity for provision still exists, or is all the greater ?—Yes, all the greater.

1144. That is the first thing to be done, to provide the homes ?—That is the first thing to be done. The point comes in that it will be infinitely more expensive and difficult to provide them by private charity, than it would by legislation. I mean more money will be spent, because if there is no power of detention, there must be a strong staff and everything that is administered piece-

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meal in that way must be more expensive than if it were a complete system.

1145. I want to clear up something about idiots in Manchester. You told us there were many idiots you saw in the homes in Manchester. Is there an asylum for idiots there?—Not in Manchester. There is a beautifully managed one, the Royal Albert at Lancaster; it was called the "Northern Counties Idiot Asylum." Up to within the last eight or nine years the rule was to send idiots or imbeciles to the Royal Albert or else to the pauper asylum; now they won't have them at the Royal Albert.

1146. There is a pauper asylum for idiots?—There is a pauper asylum for idiots, but not one specially for girls. There is Winwick Hall for boys; it takes fifty little boys and it is full, and has been for ever so long. What happens if you refer it to the Guardians and get the Guardians to take it is this: they used very often to transfer them to Lancaster and pay for them at Lancaster. That is very difficult now; they won't have them.

1147. Lancaster being what?—The idiot asylum.

1148. A pauper idiot asylum?—No, it is not a pauper idiot asylum, but the Guardians used to pay for them there. I suppose some of them are there now, but the worst cases can only be in the idiocy wards of the workhouse, which is not a proper place for them.

1149. The Guardians in Manchester never thought of combining for a pauper idiot asylum?—Yes, it has been under consideration. I daresay this Commission knows that they are building a large place at Langho. They were intending to deal with feeble-minded and epileptics, but I believe, considerably on account of cost, they have limited their operation for the present to buildings for epileptic paupers. They say sane epileptics, but we know what that means—there are very few sane epileptics. No doubt some feeble-minded epileptics will get in there, but they are not proposing to deal with the feeble-minded, and they have not proposed to build for idiots.

1150. That is only quite recent. Up to the present time the Manchester Guardians seem to have satisfied themselves with keeping their idiots in their own wards?—There are asylums for lunatics, and undoubtedly some idiots would find their way into lunatic asylums. It is very difficult for any one who is not a medical expert to say what an idiot is. I know a child who has passed through our schools and then through children's hospitals with progressive paralysis of the insane, and she is now in Prestwich Asylum as a pauper case; she really is more of a lunatic.

1151. But in Lancaster you can still find in the ordinary wards of the workhouse, idiots, as you do in the country?—I think I am right in saying so. I am not so conversant with the poor law side of the question as the other, but I know from the difficulty in placing the children that that is the only refuge excepting there is a class for the feeble-minded children in the poor law schools at Swinton. It is a very well managed school. There they set aside a class who are recognised as abnormal, but nothing very special is done. They pass out of the workhouse again and they can take their discharge.

1152. (*Mr. Byrne.*) You expressed the opinion that the institutions desirable for the detention of the feeble-minded would preferably be conducted by County and Borough Councils rather than by the Guardians?—Yes.

1153. Must we understand that you think that these institutions should invariably be maintained by Local Authorities or would you think that private institutions and philanthropic institutions and so on might with advantage run institutions for any classes of the feeble-minded with the assistance of the Local Authorities?—On something the same lines as the Industrial Schools?

1154. Yes, and certified Inebriate Reformatories and so on?—Yes, I should think that that might be a desirable plan, always with the provision that there should be public representation.

1155. And inspection, I suppose?—And inspection. I think it is very likely for abuse to creep in in a privately managed institution of that kind, unless there is representation on the committees from the Public Authorities.

1156. If institutions of this sort were to be made for the above, the pauper classes, would you anticipate that private enterprise might usefully supplement the action of Local Authorities with regard to them?—I think that that is more difficult.

1157. Middle class institutions for the feeble-minded would be only private institutions, would they not?—They would only be private institutions, but they should, just as much as the others, I think, be publicly inspected.

1158. (*Chairman.*) The Commission are very much obliged to you for the valuable assistance which you have given.

JAMES GRANVILLE LEGGE, ESQ., called; and Examined.

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1159. (*Chairman.*) You are, I believe, His Majesty's Inspector of Reformatory and Industrial Schools in Great Britain?—I am.

1160. Will you tell us how long you have held that appointment?—Since the spring of 1895.

1161. And you were also, I think, a member of the Inter-departmental Conference which was held at the beginning of this year to consider the state of the law as regards the care of idiots, imbeciles and defective or feeble-minded young persons?—Yes, I was.

1162. You were a member of the Physical Deterioration Committee?—Yes.

1163. Would you briefly distinguish for the Commissioners between Reformatory and Industrial schools?—The senior schools or reformatory schools are schools to which are sent juveniles up to the age of sixteen who have been convicted of an offence punishable with penal servitude or imprisonment, and such children must not, by the Act of 1899, serve a previous term in prison. The junior or Industrial schools, on the other hand, are designed, broadly speaking, for children up to the age of fourteen who may not actually have committed an offence, but whose circumstances are such that if left in their surroundings they are likely to join the delinquent population. Thus the senior schools are for actual, the junior schools for potential, delinquents, and the former contain children some three years older on an average than the latter. The two overlap to some extent, in that an actual delinquent, if under twelve and not previously convicted, may be sent to an Industrial school.

1164. Are these two classes of schools administered by the Home Secretary?—They are as regards England, but early next year the schools in Scotland will be administered by the Secretary for Scotland.

1165. What led to the establishment of Reformatories?—The establishment of Reformatories was the result of a movement in the country in favour of finding some alternative to prison for the treatment of juveniles guilty of offences against the law of the country. The principle on which the Reformatory Acts were based was one which had been earlier recognised in the Penal Code of France, namely, the treatment of offenders under sixteen as having acted *sans discernment*, that is to say, without sufficient knowledge of right and wrong, and as requiring correctional training rather than penal treatment.

1166. What is the principal Act governing Reformatory schools?—The Reformatory Schools Act of 1866.

1167. Have there been any modifications of that Act, and if so, what amendments have been made?—The principal modifications are as follows:—(1) The raising to twelve of the age up to which juvenile delinquents may be sent to Industrial schools instead of to Reformatories—Acts of 1893, and Juvenile Offenders' Act, 1901. (2) The abolition of imprisonment prior to committal to a Reformatory school—Act of 1899. (3) The fixing of the period of detention at not less than three nor more than five years; the offender in no case to be detained beyond the age of nineteen—Act of 1893. Previously it was possible to keep him till he was twenty-one. (4) The granting of extensive powers to managers to dispose of children without their parents' consent—Act of 1891.

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1168. What is the object of Industrial schools ?—It is important to bear in mind that Industrial schools never had any association with the prison. They grew out of the old Ragged schools, the movement in favour of which had grown by 1840 to be one of the most important social enterprises in the country. Separate Industrial School Acts were passed for England and Scotland, earlier in the latter country than in the former. The early Acts enabled vagrant children to be committed to schools though not charged with any offence, mendicant and destitute children, refractory children, and children under twelve charged with certain offences against the law.

1169. What is the principal Act governing Industrial schools ?—The principal Act is the great Act consolidating both the English and Scotch Acts, and is known as the Industrial Schools Act, 1866.

1170. Have there been modifications of that Act ?—Modifications have been numerous, but the main effect of them has been as follows:—First, to increase the powers of Local Authorities to establish and maintain schools, and contribute towards the establishment or maintenance of schools (Acts of 1872 and 1874). Secondly, to add to the classes of vagrant, mendicant, destitute, criminal, and refractory children already admissible to the schools:—(*a*) children under fourteen of a woman twice convicted of crime; and (*b*) children under fourteen found lodging in disorderly houses (Act of 1880). Thirdly to give greater powers to managers to dispose of children without their parents' consent (Act of 1891). Fourthly though children could not be detained in an Industrial school after the age of sixteen, the period of supervision by the managers was extended to eighteen (Act of 1894), and fifthly, Courts of Assize have been given the same powers as Courts of Summary Jurisdiction to commit children to Industrial schools, and a previous conviction resulting merely in a whipping or in the benefit of the First Offenders' Act, is not to be a bar to the committal of a child under twelve to an Industrial school (Youthful Offenders' Act, 1901).

1171. How far have the Elementary Education Acts affected the Industrial school system ?—Very materially indeed. The Education Act of 1870 gave School Boards much the same powers in relation to Industrial schools as had been in the hands of the old Prison Authorities. The Act of 1876 carried the movement still further in England, for that enactment made it obligatory on School Boards and School Attendance Committees to take steps to send to Industrial schools children who were liable to be sent, unless the School Authorities had strong reasons for doubting the expediency of such a measure. Further, School Authorities were enabled to utilise Industrial schools to enforce due attendance at the ordinary day school.

1172. Was the number of children accommodated in Industrial schools in consequence of this legislation greatly increased ?—Enormously.

1173. How was provision made for this increase ?—A few ordinary Industrial schools were established by School Boards and also County Councils, but, as a rule, advantage was taken of Industrial schools provided by voluntary managers, but two special classes of schools were created and maintained almost entirely by School Boards, namely, the short-detention Industrial schools or Truant schools, and the day Industrial schools.

1174. Have the Education Acts of 1902 and 1903 affected the Reformatory and Industrial schools, and how ?—Those Acts have had a very serious effect on them incidentally, but as regards their effect on the system apart from the mere incidents of a change of régime, the principal effects have been these: That education has been municipalised, and its administration taken out of the hands of specially selected bodies; so that the net result as regards local administration is, that the County and Municipal Authorities have, as heirs to the old Prison Authorities, extensive powers and duties in relation to both Industrial and Reformatory schools, and as heirs to the old School Boards, almost identical powers and duties in relation to Industrial schools. In fact, it has brought about in many respects, a duplication of powers in the same hands.

1175. How many classes of schools are there ? Would you be good enough to distinguish between them ?—I think I have mentioned them all. They consist of: First, the Reformatory schools; secondly, the Industrial schools; thirdly, Truant or short-detention schools, designed for the Truant from school pure and simple; and fourthly, day Industrial schools, also designed for truant children, where food and education and industrial and physical training are provided, but from which the children return in the evenings to their own homes. There is very little difference between Reformatory and Industrial schools as regards buildings, appointments, discipline, training, etc., but a classification of schools according to their essential features will result in some such division as the following:—Farm or country schools, town schools, suburban schools, ships, and girls' schools. A consistent effort has been made to keep the size of schools within reasonable limits.

1176. Are these schools distinguished on any religious basis ?—Yes, there is a broad division between purely Protestant and purely Catholic schools, and also there is one special school for Jewish boys.

1177. Would you now inform us how these various schools are maintained ?—The buildings of the schools—all capital expenditure, in fact—have generally been provided by voluntary subscriptions or out of income in the case of the Reformatories; in the case of the Industrial schools, by voluntary subscriptions in mo cases, by the rates in the case of schools established by School Boards, or with the help of the rates where schools are assisted by School Boards. For each child sent to a Reformatory in England, the Government contributes 6s. a week until the individual has been three years in the school, when this amount is reduced to 4s. The borough or county rate for the district from which the child is committed, contributes to the school from 1s. 6d. to 3s. a week. In the case of the younger children committed to Industrial schools, the Government contributes weekly sums, varying from 2s. to 5s., according to the nature of the charge upon which the child is committed. The more criminality, in the technical sense, involved, the higher the Government contribution, for this is the essential feature which brings the schools into relation with the Home Office, and throws upon the State the burden of partly maintaining the child. Thus, if a youngster is sent for stealing, the State pays 5s., if he is merely a confirmed truant, or the parents state that they are unable to control their child, then the Government only contributes 2s. In no case does the Government pay anything for a child under six, and only 3s. while it is between the ages of six and ten, while all rates over 3s. are reduced to that amount when a child is fifteen and has been three years in the school. Industrial schools in England expect the School Authority for the district from which the child is sent to make up the Government contribution to 7s. per week. The net result of all this is that, in round numbers, in 1902, the maintenance of each inmate of a Reformatory school cost the Treasury something under £13, and the local rates something under £6. The maintenance of each child in an Industrial school (including Truant schools) cost the Treasury £8, and the local rate also £8. It should be mentioned that the share contributed by Local Authorities, or the rates, in Scotland is very much less than in England—as a matter of fact, there are several schools in Scotland who endeavour, with doubtful success, to struggle along on the Government grant, without any subvention whatever from the rates, beyond the merest pittance of a few pence per week.

1178. Have you any comment to make on the figures you have just laid before us ?—It is interesting to note that if the figures for the years 1882, 1892, and 1902 are compared, it will be seen that while the share contributed by the State has remained practically stationary, that of the rates has largely increased, while voluntary subscriptions and donations have tended to decrease though a substantial amount is still contributed from this source, averaging indeed £32,500, or about thirty shillings a head, for the five years 1898-1902.

1179. Would you explain the classes of children who can be sent respectively to Reformatory and Industrial schools ?—As regards the classes of children and young persons under sixteen who can be committed to Reformatory schools, one can say shortly that they are practically all who have committed such offences against the law as

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would enable them to be sentenced to penal servitude or imprisonment. With regard to the classes of children who can be sent to Industrial schools, they may be thus summarised:—(1) Destitute children, if orphans; if found wandering; if surviving parent is in prison; if mother in prison having been twice convicted of crime. (2) Mendicants. (3) Vagrants, if destitute; if not having proper guardianship. (4) Paupers from workhouses, if refractory; if either of the parents has been convicted of crime punishable with imprisonment. (5) Truants from public Elementary schools if education neglected; if found habitually wandering; if found not under proper control; if found in company of rogues; also truants from day Industrial schools. (6) Incipient criminals, namely, those charged with offences or found associating with thieves. (7) Children of bad parents, namely, children taken from disorderly houses; children not having proper guardianship if found wandering; children not under proper control; children having a surviving parent in prison, if destitute; children whose mother, having been twice convicted of crime, is in prison, if they are destitute; workhouse children either of whose parents has been convicted of crime punishable with imprisonment. To those classes recently has been added another class, namely, of children who are guilty of infractions of the Bye-laws against street trading, which have been adopted in many of our large towns, but the number of such children committed to Industrial schools, as a matter of fact, is at present infinitesimal.

1180. From what class of the community do you consider the inmates of Reformatory and Industrial schools are principally drawn?—Mainly, no doubt, they come from the residuum of the population. It is generally recognised that juvenile delinquency has little to do with any special depravity of the offender, but a great deal to do with parental neglect and bad example. I may mention that an investigation was made in 1896 into the character and condition of the parents of the children in the Reformatory and Industrial schools known personally to the agents of the Department at Edinburgh, Glasgow, Birmingham and Bristol. The results may be tabulated as follows:—

Name of Town.	Total Number of Cases inquired into.	Number of Cases where there was a decent father in regular work.
Edinburgh	177	46
Glasgow	539	149
Birmingham	120	34
Bristol	100	28
TOTAL	936	257

This table is a forcible illustration of the argument that circumstances, and not the child, are to blame; but it would be a grave mistake to suppose that the Home Office schools contain merely a number of miserable, half-starved, mentally deficient, under-sized, delicate children from the slums. Many such children enter them, but along with them there is the very cream of the juvenile street population of the country.

1181. Can you tell the Commission the number of schools under that inspection?—The total number of schools under inspection during 1902—the most convenient year for reference—was 223, namely forty-five reformatory schools, 140 industrial schools, 14 truant schools and 24 day Industrial schools. Of these two were Reformatory and six were Industrial school ships. The number of certified auxiliary homes in connection with Industrial schools was eighteen.

1182. Under whose management are these schools?—All the day Industrial schools are managed by the Education Authorities except four in Glasgow, which are managed by the Juvenile Delinquency Board of that city, a Board established under a special Act, and working in association with the Glasgow School Board. All the Reformatories are under voluntary management, except one for girls in Glasgow which is under that aforesaid Juvenile Delinquency Board. The Truant schools are all under the management of Education Authorities. The ordinary Industrial schools are nearly all under the management of voluntary societies. There are eighteen which are managed by Education Authorities.

1183. Can you give us, for the year to which you have just referred, the number of inmates respectively of Reformatory and Industrial schools?—At the end of 1902 the numbers under detention in Reformatory schools were 5,095 boys and 672 girls, but of these 1,007 boys and 42 girls were on licence or *temporarily* absent from the school, leaving the numbers of actual inmates as 4,088 boys and 630 girls. The numbers of children under warrant and detention in Industrial schools at the same date were 13,970 and 4,546 girls, but of these 1,270 boys and 993 girls were on licence or temporarily absent, so that the total numbers of actual inmates in the schools at the end of 1902 were 12,700 boys and 4,253 girls.

1184. How does the population of both these classes of schools compare with the general population?—If you compare the movement of the population of Reformatory and Industrial schools with that of the general population during the last twenty years, it will be seen that in neither Reformatory nor Industrial schools has the number of committals kept pace with the growth of the general population. Latterly there has been a noticeable downward tendency in the population of the Industrial schools, particularly in Truant schools.

1185. To what do you attribute the falling off in the population of Truant schools?—It is due in a measure, no doubt, to the good work of School Boards in the past, who have overtaken their task. Also it is due to the raising, by the Education Act of 1900, from 5s. to 20s. of the fine on parents for the failure to secure the due attendance of their children. A subsidiary cause, no doubt, has been the preference in some districts for the day Industrial school over the Truant school as a means of dealing with truancy.

1186. How do you account for the falling-off of the Industrial schools as distinguished from the Truant schools?—This is, no doubt, due to the passing of the Education Act, 1902. The new Education Authorities are not exercising their powers under the Industrial Schools Act as vigorously as did the old ones; they have naturally to learn their business and take stock of their position. It can be further claimed that a good deal of the attention that used to be devoted to the rescue of the street arab is now engrossed in the effort to do something for feeble-minded and defective children.

1187. Have the parents of the children committed to these schools any liability for their maintenance?—Yes, they are liable to be called upon to contribute a weekly sum up to 5s. in part payment of the cost of maintaining their children. The money thus collected is in all cases, save day Industrial schools, paid to the credit of the State as an appropriation in aid of the vote from the Exchequer.

1188. Can you state the amount contributed by parents?—The amount has been increasing of recent years. It amounted, in 1903, to close upon £30,000, made up of small weekly payments ranging from 6d. to 2s. 6d. a week, contributed by parents, or, in Scotland, Parochial Boards.

1189. Have you any suggestion for the improvement of the Reformatory and Industrial school system?—The system would, undoubtedly, be much improved if it were possible to bring about a more careful classification of

schools. There are great difficulties in the way of this, but, on the whole, it seems that the most effective way would be classification of schools by the age of inmates on reception. Many who have experience of Reformatory and Industrial schools would see little harm in amalgamating Reformatory and Industrial Schools Acts. Further, a difficult question looming up in the future is the educational position of these schools. As Education Authorities get more and more into touch with these schools, the more they raise their requirements as regards the educational standard reached in the school, and the improvement of matters in that regard means that one great difficulty of the future will be money. The competition for qualified teachers with the other schools of the country will become more and more serious. Another important matter I should mention, and that is the urgent need for something in the country in the nature of what is called the probation officers' system, as found, for example, in the State of Massachusetts in America.

1190. I believe you are prepared to furnish the Commission with some statistics relating to cases discharged for mental incapacity from Reformatory and Industrial schools for the years 1900 to 1904?—Yes, I have made a careful examination of the reports on which were based the discharge of all inmates of Reformatory and Industrial schools which had to be specially dealt with by order of the Secretary of State during the past five years, as regards this year, for eleven months of it. That examination brings out the following facts: the total number discharged during the five years comes to 381. By far the biggest group of those discharged, were discharged on account of tuberculosis; forty-three others were described as strumous cases or suffering from diseases of the glands or of the joints of the body or of the bones, many of which were probably of tubercular origin, thus the tubercular group is much the largest. But next in importance comes the group of those discharged for mental incapacity—fifty-nine; and as epileptics, thirty-five. In 1900 there were discharged for mental incapacity, nineteen; and for epilepsy, twelve. In 1901, for mental incapacity, eighteen; for epilepsy, nine. In 1902, for mental incapacity, nine; for epilepsy, six. In 1903, for mental incapacity, eight; for epilepsy, five. In 1904 (up to the end of November), for mental incapacity, five; for epilepsy, three.

1191. To what do you attribute the gradual decrease in the numbers discharged?—First, it is due to the increasing tendency in Reformatories and Industrial schools to regard them much more in the nature of educational establishments, both in the schoolroom and in the workshop, and on the farm, than in the past. This has been due, not only to the action of the Department, but also to the Education Authorities interested in the schools, and it reflects the undoubted growth of public interest in education. Superintendents and teachers, feeling the pressure upon them, have thus given greater attention to backward children and invited the closer attention of the medical officer to their case. The pressure would probably begin to be felt just about the year 1900, and in that year and the following year there would be a tendency to clear the schools of hopeless cases. But a contributory cause has been the great interest that has been aroused in the study of defective children, and the special provision that in certain centres has been made for them. School Boards could thus find more suitable places than Industrial schools to which to send their difficult cases. In the case of children where the aid of Industrial Schools Acts has had to be invoked in order to get defective children out of the hands of bad parents, the Liverpool School Board hit upon the ingenious expedient of getting such children committed to an Industrial school and then licensed out to a Special school. This enabled the School Board, should the undesirable parent interfere, to balk them by quietly getting the managers of the Industrial school to recall the child there for a time.

1192. How does the number of discharges compare with the population of the schools during the years you have selected?—It is insignificant, I may say. The total number of discharges was 381. The total number of cases discharged on mental grounds was fifty-nine, whereas the average annual population of the schools for the five years may be taken to have been 21,000 at least.

1193. I believe the medical officers have distinguished between the degrees of feeble-mindedness in the cases of the discharged children which you have cited?—Yes, I shall hand in to the Commission a complete list of the verbatim reports of the medical officers who examined the children discharged. Ten out of fifty-nine cases were certified as insane and two as imbeciles; the remainder, forty-seven in number, will probably come under whatever definition the Royal Commission gives of feeble-mindedness. (*The Reports were subsequently sent in, vide Appendix Papers page* 651, *post.*)

1194. So far as you know, has any objection been taken to certification by the medical officer?—So far as I am aware, in only two cases out of the fifty-nine did the Local Authority dispute the finding of the school doctor. In one of those cases where a girl was discharged from an Industrial school the year before last, she is at this moment a recentiy admitted inmate of a Reformatary school. I think it is important to note that the findings of the school doctor are disputed so seldom; because naturally the School Authority are very much disgusted to have the child back on their hands, and if they thought a case had been unreasonably turned out of the school, would have represented the matter to the Home Secretary.

1195. Can you inform us of the nature of the charges which have been brought against those children who have been discharged?—Yes, I will hand in a list for a great majority of the cases showing the actual offences for which they were originally committed. The majority, as will be seen, were offences one would expect—larceny, or being found wandering and without proper guardianship. (*The List was subsequently sent in, vide Appendix Papers page* 652, *post.*)

1196. Will you tell us, further, how these children were disposed of or discharged?—Yes, I shall hand in a list showing how, in the great majority of the cases where I have been able to get the particulars, they were disposed of. All those certified as being of unsound mind went to asylums. One of them has since been moved from the first asylum to which he was sent to Broadmoor. Later I shall be glad to give the same information about the thirty-five epileptics. I am sorry I have not got the information ready. (*These particulars were subsequently sent in, vide Appendix Papers page* 652, *post.*)

1197. Have you any means of ascertaining whether there remain in the schools children of feeble-mind though not certified for discharge?—Yes. The children who have been discharged are probably only those whom the schools have found it absolutely hopeless to deal with, and in whose case some possible means of disposal has been found. To form some idea of the number of cases considered by managers to be feeble-minded with which they are still doing what they can in their schools, inquiry was made last month of a number of representative institutions, containing in the aggregate 4,876 inmates. The question put was, in brief, how many children they had whose mental weakness was such that their ultimate disposal would be a matter of serious difficulty. The percentage works out at 1·25, or in Roman Catholic Schools, taken alone, at 2·08. I am bound to say that if I were forming an estimate I should be inclined to nearly treble those figures. I come to that conclusion, because during the last fortnight I have been at two of the schools concerned in furnishing that return to me, and in one where they returned two cases, on looking at doubtful cases, I was inclined to say five. In another case, where they returned three, I should have given seven. The point was that they realised that the opportunities in a farm school for dealing with feeble-minded children were such that, from their point of view, the small number they gave represented the hopeless cases, so far as their resources were concerned.

1198. Have you any suggestion to make as to the sort of provision which should be made for feeble-minded children, separately from epileptics?—With regard to the feeble-minded the Royal Commission has already been informed by Mr. Pooley, of the Board of Education, of the steps taken by the London Education Authority to establish Special schools for defective children holding a joint certificate from the Home Office and the Board of Education. This seems to me the only solution for such cases, but it also appears to me there is no doubt that for the Industrial school class of cases provision will have to be made for their after-detention for an indefinite period. If while they are in the Special school they are so improved as to be able to undertake light industrial work in workshops, or in gardening and agriculture, so much the better; they can be transferred to an industrial colony. A larger proportion of Industrial school cases than of

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others in the Special schools or institutions jointly certified by the Board of Education and the Home Office will ultimately fall to the charge of the Poor Law Authorities. With regard to the epileptics it would be well if there were similarly homes jointly certified by the Home Office and the Board of Education. These should certainly be in the nature of county colonies, and to them should be transferred an epileptic case detected in a Reformatory or Industrial School.

1199. If such special institutions were founded how would you classify them?—I think they ought to be graduated, that is to say, they should be classified according to the age of inmates, and also to the degree to which they were defective mentally, but what I had mainly in my mind was the setting apart of a special home for the so-called moral imbeciles. The number of cases in which a clear distinction can be drawn between those feebly furnished mentally, and feebly furnished morally I believe to be small, but there are undoubtedly cases where there is practically no power of control over animal passion, or the acquisitive instinct. These are extremely easy to detect once you get them inside an institution for the purpose of observation.

1200. To whom would you assign the management of these special institutions; and please give us your reasons?—It seems to be a question as to whether they should be managed by a Central Board, by Local Authorities, or by voluntary associations. I am strongly of opinion, based on experience with Reformatory and Industrial schools, that the best results as regards economy of money, economy of labour, and efficiency, are achieved by a combination of the three. A danger with Rating Authorities is spending too much, with voluntary committees spending too little. It is difficult to say too much for the value, on the one hand, of the energising and at the same time steadying and regularising influence introduced into voluntary work by the co-operation and supervision of a keen official, whether attached to Local or the Central Government, and, on the other, of the stirring by a breath of human, personal, voluntary interest of the dry bones of an official system. I have been struck by the greater readiness displayed by the London School Board, and the London County Council in undertaking the direct management of special institutions, as indeed of other public undertakings, than by School Boards and County Councils in the country generally. An undoubted reason for this is the closer scrutiny over the expenditure of the rates exercised by ratepayers outside the Metropolis than inside. It is also owing undoubtedly to the fact that London is becoming a sort of head centre for the study of social questions, and its power and prestige are such that its influence is extending over the country. I am prepared to put it in this way, that just as people used to say that in France only Paris counted, while the same is not true, nor nearly true, of the relations of London and England, or of Great Britain, the influence of London on the country generally in social matters is very much greater now than it was thirty or even twenty, years ago. The result on the whole is probably good, but there are drawbacks, and one of them is the danger of extravagance. If the amount of money spent in London on the maintenance for instance, of its own Industrial schools were made the criterion of the amount that schools should cost all over the country the net cost to the taxpayer and the ratepayer of the country would be positively almost doubled.

1201. What is your view as to the advisability of congregating the feeble-minded in large numbers together?—I think there are grave dangers in that; at any rate so long as you are dealing with any case where there is admittedly a possibility of ameliorating the child's condition. The child will learn a great deal more by having occasional opportunities for mixing with sane children than if it is confined with children no brighter than itself. I think there is a great deal to be said for doing as much as you possibly can with Day schools and not Special Day Schools, but Special Classes in the ordinary Day schools. To a Special Day school I should only send children that had been weeded out and had been found too difficult for the ordinary class in the ordinary day-school. Then again I should only send to a permanent residential home cases that had been found, either because of the character of the child's deficiency, or the moral or social condition of its parents impossible to deal with in a Special Day school.

1202. What is your view as to the term during which feeble-minded children should be confined in special institutions?—When it comes to a residential school I am bound to say I can come to no other conclusion than that the period should be indeterminate, and for that reason I think internment in a residential school should by no means be made an easy matter. I do not think it ought to be done on medical authority only. I think some judicial process should be involved. I spoke just now of the probation officers' system in America and some of our colonies. I think the matter would be greatly simplified if we had special Courts in this country for dealing with children or persons under sixteen, and that no case should be sent to a residential school unless it were committed by such a Court. The magistrates sitting in that Court might well, for these feeble-minded cases, sit with a medical assessor, but as to the term, when it comes to sending a child to a residential school, I think the term must be made indefinite until that child can safely be, either boarded out with its own relations, or with friends, to be transferred to an industrial colony.

1203. Have you any opinion as to the Authority which should be in charge of those institutions—the Central Authority?—Do you mean for children or adults?

1204. I was thinking more of the general question with regard to what has been suggested—either colonies or homes?—I think on the whole they ought to be under the Board of Education. I think the pauper children for instance ought to be taken out of the hands of the Guardians so far as dealing with them is concerned. I think the County Council would be a much better Local Authority to have for the question of feeble-minded children than the Guardians, and that the children might be handed over to the charge of the County Council; that would mean, I presume, probably the Educational Committee of the County Council. The interest of the Board of Education in the matter would be so much larger than that of either the Local Government Board or the Home Office, that I think they had better be in the main responsible. Of course, in the case of children transferred to special institutions from Reformatory and Industrial schools there ought to be the right of entry for any inspector of the Home Office, so long as it retains the control of these schools, and such inspector ought to be expected to see every child at least once or twice a year.

1205. You are talking of children?—Yes. As regards adults I think they ought, save criminals, to be under the control of the Lunacy Commissioners.

1206. Is there anything further that you want to add?—I think not.

SIXTH DAY.

Monday, 19th December, 1904.

PRESENT:

The Most Honourable The Marquess of BATH (*in the Chair*)

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.

T. TREVOR WHITE, Esq. (*Secretary*)

JAMES GRANVILLE LEGGE, Esq., recalled; and further Examined.

1207. (*Chairman.*) I should like to ask you two questions; one arising out of the last answers that you gave this day last week. I asked you what Authority you would suggest should have the control of these people, and you in your answer said the Board of Education for the children, and the Lunacy Commission for the adults I should like to ask whether your attention has been drawn to the desirability, or otherwise, of having one Authority for the control of the feeble-minded from the earliest age at which they are certified till the end of their lives?—I cannot say my attention had been called to it, but the idea had occurred to me, because I have had to think over this matter a good deal in the past three years. It seems to me that, inasmuch as you cannot abandon hope that the juvenile is improvable up to a certain age, the Department who ought to have control of that child is the Department concerned with education. I am afraid any other Department would be disinclined to make the same effort that the Board of Education would. In the case of my own schools, I must say that we at the Home Office have only been very slowly educated up to the necessity for regarding our Institutions as educational places, in the wide sense of the term, and I think the advantage of having these institutions for juveniles under the Board of Education, from the point of view that that Department in its essence must regard every institution under it as educational, outweighs all the advantages of having one common body for both juvenile and adult institutions. Might I add that in the correction of my evidence I have ventured to slip in the words "save criminals," when I proposed that adult institutions should be placed under the Lunacy Commissioners—I mean to exclude cases of criminal feeble-minded persons. Those, I think, should remain, just as criminal lunatics are, under the Home Office directly, though, of course, with such supervision as obtains under the Broadmoor Act (or whatever it is called), for the survey of criminal lunatics by the Lunacy Commissioners.

1208. Have you any opinion as to the charge which would be likely to be placed upon the public, whether by rates or taxes, or both, in the case of what we call "colonies"?—I feel perfectly clear in my own mind, from the experience of the working of my own institutions, many of which are largely in the nature of labour colonies, though they live not in separate houses but in blocks, if you have your colony large enough, by which I mean a colony of 800 or 1,000, then the cost will be enormously decreased, because the output of so large a number will be enormous. But that large number will be able to consume the output, and you can make a large institution self-contained in that regard where it is impossible to make a small institution self-contained. In these days, in order to produce economically enough, you must work on a very large scale. That I believe to be the secret of the extraordinary cheapness of the well-known institution in Belgium for the detention of vagrants, where, as far as my recollection serves me, they assert that they treat vagrants for £5 a head per annum net cost. I may point out that one class of work that a feeble-minded man (or woman for the matter of that) will turn out very capable at is agricultural work, and we are told that in certain districts when agricultural work is heavy, turnip thinning, potato lifting, and so on, it is impossible to get labourers. But there you have a whole body of people in the country who could profitably be turned on in any district where they were wanted, and be of enormous benefit to the whole country side, besides enjoying the work thoroughly.

1209. That is done now, I believe, in the case of the farm schools under your supervision, to a certain extent?—Our senior or Reformatory Schools are a perfect godsend in many a country district in England. The lads' employment has to be carefully regulated so as not to overwork them or to interfere with any educational processes at work, but the boys themselves perfectly revel in a day or two on a farm. It is excellent for them morally as well, of course.

1210. (*Mr. Byrne.*) You gave us some figures about the discharges from these schools on various medical grounds and for mental incapacity. They were considerable in number, but may we take it that that number of discharges indicates that there must have been a very much greater number of refusals to receive, for the same reasons. Are schools continuously refusing to receive children because on a medical report they are stated to be feeble-minded or is that a rare occurrence?—It is a rare occurrence, but I think you have hit on an important point. It is well-known that these institutions do not consider themselves asylums for the feeble-minded, and therefore at a court, where the doctor certified a case was feeble-minded, the officials would probably make no attempt, in many cases, to get the child committed to a Reformatory or an Industrial School.

1211. So we may conclude that the class from which Reformatory and Industrial school children are drawn provides a very much larger number of feeble-minded than would be indicated by the mere discharges?—Yes, that would be indicated by the calculation I gave of the feeble-minded actually now in the schools.

1212. The 300 or so you mentioned?—It was a percentage I gave.

1213. In the addition which you have just made in reply to the Chairman's question, are we to understand that your idea would be that, if there were any Special schools for the feeble-minded, those that were for the criminal feeble-minded should be Reformatory or Industrial schools, or should there be Special schools under the Education Department?—They should be schools, as I suggested last time, holding a joint certificate.

1214. Would you recommend a wide extension of the Custodial Home idea?—Yes, and as I said, holding a joint certificate in certain cases. I think it would be an absolutely hopeless thing to run a number of juvenile criminal feeble-minded homes.

1215. Is the expedient which you mentioned had been adopted at Liverpool one likely to be extended, namely, the getting of a child, even if unsuitable, into an Industrial school, then licensing or conditionally discharging it into a Special school?—Yes, I think it has worked extremely well there. I should think there have been certainly at least half a dozen cases so treated. I could furnish the Commission with the actual details of that arrangement, and also of the results; the Liverpool Education Committee can furnish me with that.

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1216. As you approve of that expedient, would you think it likely that, if there were more Special schools all over the country, supposing the Defective and Epileptic Children Act were made compulsory, and consequently there were more schools about the country, that expedient would be more often utilised?—Undoubtedly.

1217. In fact, it would go a considerable way towards helping to meet this difficulty?—Certainly.

1218. Because it enables you to get children actually committed, if they are suitable Industrial or Reformatory cases, and taken compulsorily away from their parents?—Yes, these children would be children, for instance, seized in disorderly houses—not criminals but children who could be charged with living in a disorderly house. I might add the point one has to bear well in mind about that Liverpool system is that the system can only be put into force by an Education Authority, because it is only in the case of children committed at the instance of an Education Authority that they can be licensed out so early as one month.

1219. And it does not apply to Reformatory schools at all, and could not be?—No, the only means of dealing with it there, and I think there have been one or two isolated cases, certainly in the case of girls, is by a conditional discharge by the Secretary of State.

1220. And that could be made to meet a good many cases?—That could be made to meet a great many cases.

1221. If those schools were common all over the country?—If those schools were common—if there were, in fact, a suitable institution of any sort for the reception of the cases.

1222. I want to ask some questions about the after-life histories of children leaving Reformatory schools. It is well known that the best schools, and all of them to some extent, keep in touch with the children or the young persons who leave their schools. Have you any figures or information of a definite sort, as to the connection between the feeble-mindedness of some of these children and their after-failure—I mean of the children who become convicted, or are known to become prostitutes, or bad characters—is there any means of tracing that to recognised feeble-mindedness in the school?—Yes, I have no doubt that if I asked the question of a representative number of schools, I could get very valuable information. They know perfectly well what the child is doing for three years after he leaves school, and if he is convicted in that period, of course I am informed; and I have a check on the information that they give me by the information sent me from the governors of every prison in the country. They also know perfectly well what the case was like in school. If the Commission desires it, I can give them, I think, information on that point, which would be quite valuable.*

1223. (*Chairman.*) It might go on as an appendix to your evidence?—I have undertaken to supply information about the epileptics, and I could send it in at the same time.

1224. (*Mr. Byrne.*) If it were thought that any class of the children in Reformatory and Industrial schools when the time for their discharge came really were unfit to be at large from the likelihood of being either too incompetent to manage themselves in a law-abiding way, or being a danger to the community, do you think that the experience of the superintendent, and so forth, of the school, and the knowledge of the medical officer of the school of those children would enable them to give a trustworthy certificate as to the condition of that child, and its fitness for freedom?—I do not think that they would be expert enough to give a valid certificate. I believe they would be the best witnesses that the Certifying Authority could have, but I do not think that their certificate in itself should be valid.

1225. We understood from you last time that you thought it should be a case of committal in each case—adjudication by a Magistrate?—Something in the nature of an inquisition.

1226. Summarily by a Magistrate?—Summarily, yes.

1227. I asked you that question because Miss Dendy thought that information might be taken as sufficient, without a further committal; but you think it ought to be a magisterial adjudication each time?—I think so. I do not think, as I said, internment for an indeterminate period should be made too easy.

1228. Is there any great knowledge among the education officers, as you know them, and the superintendents of your schools, as to the parentage of defective children who come before them. Have opinions been expressed to you on that point?—Yes, and some of them hold very strong views. A lady whom we have had in charge of one of the best of our girls' schools holds very strong views on the temperance question, and she is perfectly certain that an enormous percentage of the girls committed to her school have a history of drunkenness in the family; but in many a case I find that Superintendents know perfectly well the family history for a long period. They get the boy's confidence, and worm his whole story out of him.

1229. I presume that information, although extensive, is not so definite that it could be put in the form of statistics through your school superintendent. The Commission is naturally very anxious to get evidence as regards the parentage?—I think I could get information on that point too. Of course, in sending it forward, I should explain the system I have adopted so that you could judge whether the basis on which I had gone was satisfactory, but I have little doubt that I could get information on that point of considerable value.

1230. And that the bulk of it, even if not supported by legal evidence, would be trustworthy?—Yes.

1231. And not obscured by prejudice?—Quite unobscured by prejudice.

1232. You would be able to get that information and furnish it to the Commission with the other?—Yes. For instance, Redhill is a school, the principal Reformatory serving London and there they have an infinite mass of detail about every single case which has ever been in that school.

1233. It would, no doubt, be most convenient to get it through you, would it not?—I should think so.

1234. You yourself would supervise the terms of the circular asking for it?—Yes.

1235. On that question of drunkenness which you mentioned, you are no doubt aware that the mere fact of drunkenness of one or both parents is not as valuable a bit of information as if it were combined with the information as to whether drunkenness is the drunkenness of an otherwise healthy person, or drunkenness accompanied by, or perhaps attributable to, feeble-mindedness. Would you be able to put that in your circular, so that drunkenness would never simply be mentioned as a hereditary factor by itself, without further information?—Yes, I could do that. You see a considerable number of the parents, on visiting their children, turn up drunk, or go away drunk, or leave whisky for their offspring in the school. Such cases, of course, one would rule out, unless there were further evidence. The mere fact of a man turning up roaring drunk to see his son would not be enough to establish connection with feeble-mindedness.

1236. Drunkenness, is, of course, an important piece of information as regards the parent, but it is more important if you have the other information in addition to it?—Yes.

1237. No doubt, your circular of enquiry could be made to bring out information not only about defective parentage, but also about perfect parentage. If the parents were perfectly healthy and well, and teetotallers, you could get that stated, could you? Miss Dendy, for instance, told us quite a remarkable proportion of parents of feeble-minded children were, perhaps mentally defective, but, at any rate, teetotallers?—I do not know that I could do that. I am bound to say the proportion of teetotallers amongst the parents of my children must be an absolutely negligible quantity.

1238. (*Mr. Hobhouse.*) Why do you say "must be"?—Because I have seen so many of them.

1239. In the evidence to which Mr. Byrne has referred the proportion was carried out of a fixed number of cases. There were forty-three cases where the parents were drunkards, and twenty-one cases where they were teetotallers?—Is that in the case of feeble-minded children?

1240. Yes?—But I am talking of children who come from a very rollicking class of the population, the class who are always ready for a drink whenever they get the opportunity; I am really quite staggered by the suggestion that one would come at any appreciable proportion of teetotallers amongst them.

* *Vide* Appendix Papers, p. 653, *post.*

1241. It is clearly important to know this. If you only examined cases where there is plainly drunkenness traceable to the parents, the evidence is of very small service? —I shall include that in my circular, but really I think I know perfectly well what the figures will work out at.

See Question 1222.

1242. One question with regard to what are called, I think, in your evidence, Children's Magistrates. It is clear that in a large centre of population like Manchester or Liverpool, it would be perfectly easy to have a Children's Magistrate, but we have it in evidence that the proportion of defective-minded children in the rural districts is probably greater than in the urban districts. How would you manage in a thinly populated rural district?—I should have thought that case might be met by having a special session.

1243. Is it your opinion, not so much that the children should be examined separately, as that they should be examined by a Magistrate who is accustomed to deal with those cases?—Yes, I think there might be a special session of a special Magistrate.

1244. You would send your Magistrate, as it were, on a circuit?—Precisely so.

1245. (*Mr. Loch.*) You say in your notes of evidence that the buildings of the schools, and all capital expenditure in fact, have been provided by voluntary subscriptions. Do you think that it would be a good method to adhere to that in any extension of the system, the actual capital expenditure coming from voluntary sources, and the maintenance of the inmates and other exqenditure out of rates and taxes?—I think it would be a good thing, but I doubt whether it is practicable. I doubt whether you would get enough out of voluntary sources to establish any large number of these institutions.

1246. A little later you say that it is of great service to have the three elements together, the voluntary, the special, and I think, a third element. How would you propose to do that unless there is some financial obligation on each of the parties?—Very much as matters have been carried on in the case of Reformatory and Industrial schools, The managers of a school are perfectly conscious that the financial responsibility rests upon them however much they actually pay out of their own pockets. It is a very serious matter for many of them. Then they are helped when they want new buildings, possibly by one of their own number, who is ready to find £500, but now-a-days more frequently by the County Council concerned making them a grant of £500.

1247. In the extension of this system would you suggest any financial responsibility being retained by the managers, as in the case of Reformatory and Industrial schools?—Not beyond the responsibility attaching to managers who have to make the best of such means as are provided, whether they find them themselves or not.

1248. Those means are partly voluntary and partly payment for the cases out of the rates?—Yes, and also special grants for capital purposes.

1249. You think it is a point of importance to preserve the voluntary element in the management? —Yes, I do; I believe it is more economical, and in many ways more efficient.

1250. What would you say would be the cost of children in Reformatory and Industrial schools per bed or per head, whichever you think best?—The cost per head in Reformatories comes to a little under £22 per annum; for girls a little over £22; for Industrial schools in England, for boys £22 10s and for girls £20.

1251. Suppose a large property were taken and broken up into divisions, and houses were built on it somewhat on the lines of a "colony," as they call it, do you think there would be a great reduction of those figures?—Not in the case of children.

1252. In the case of adults?—Yes.

1253. What would you say would then be approximately the figure you might consider that an adult would cost on such an expanding system?—If you are going to work those feeble-minded inmates of the colony as they ought to be worked, and as they would enjoy working, I do not suppose you would bring it as low as the Belgium figure in this country, but you certainly ought to do it for £10 a head net cost.

1254. In the case of the Belgium colony did you look at the dietary?—No, I do not think there was a dietary table printed.

1255. I think that makes a great difference. If there is a question of building an addition to the Industrial school, or starting one, what is the formality at the Home Office for ensuring that it is done with due regard to economy and at the same time sufficiently good from a sanitary point of view, and so forth?—We find the cases extremely rare where plans do more than fulfil the minimum requirements.

1256. Are they submitted to you?—They are submitted to the Department and we have a Consulting Architect.

1257. Do you account for that from the fact that you have a voluntary body to supervise?—Yes; they are hard up, and they just do the best they can. They cut their coat to suit their cloth.

1258. And you are satisfied with the result?—I am, though I am bound to say, as I have pointed out, that the stimulus of the Local Authority and the Central Government is often useful in raising the standard, even of a voluntary Committee.

1259. But if you had not the voluntary element the bias would be in the other direction?—Precisely. As I said somewhere, the Local Authorities' view is, instead of cutting their coat to suit their cloth, just to pull down another bale.

1260. I think some 300 feeble-minded are in the Reformatory and Industrial schools?—I gave a percentage.

1261. I want to get the figure?—It would be more than that. Taking the population at this moment at 20,000 and the percentage being a little over 2, you may take it that it would be between 400 and 500.

1262. If you had your way would you take those children out of your Reformatory and Industrial schools and place them elsewhere?—I should.

1263. You do not think that the mixture of the better class with the not-quite-so-good, helps the not-quite-so-good?—Yes, that is why I insisted on the importance last time of doing as much as you can with the special classes in the ordinary day schools, but I do think that if you had in a Reformatory or Industrial school a case of feeble-mindedness so pronounced as to be certifiable, then it would be better for that child to be placed in an institution where there was a special skilled staff whose purpose was to get the very best possible out of that child while it was a child.

1264. Would the bulk of your 2 or 3 per cent. be of that type—the certifiable?—They would all of them be certifiable.

1265. Then practically there would be, so to speak, a third division of these committed cases: the older, the Reformatories; the younger, the Industrial; and, lastly, there is the distinctly large class of the feeble-minded? —Yes.

1266. And for them no provision is made?—No.

1267. With regard to another note that you have here as to the Poor Law, a good many cases after they leave your hands revert to the Poor Law, do they not, or fall to the Poor Law?—Fall to the Poor Law. I would not say a good number but some do. Of these feeble-minded I think you will find a large number did, according to the return I sent in, find their destination in the Union when they had to be discharged from the Industrial school.

1268. I had in mind the 400 or so that we are talking about particularly. Do you know at all what happens afterwards to them. Have you had any information when they get to the Poor Law?—No, I notice a good many of them are marked "Imbecile Ward."

1269. And when they leave you would you call them imbeciles?—Are you asking that question of me personally?

1270. I mean, in your experience, in the category of the schools, would they be put as deficient or, taking a stronger word, "imbeciles?"—I should say that all of them would be deficient, but there would be a large minority which would be rightly considered by the Poor Law people as imbecile.

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1271. With regard to the plan adopted in Liverpool, that is a plan of getting a suitable education for a child and evading the parent, would it not be well to deal directly with the question of the evasion of the parent, and say that under certain conditions of committal the tutelage over the child remains until he or she is of age?—Yes, I think it would be a good thing.

1272. Would it be good to do that for the whole of these children; I am taking the whole class, the Reformatory and Industrial school children?—No, I am not quite prepared to go as far as that.

1273. Would you be prepared to go as far as any cases which might be medically assigned as deficient after committal?—No, because it is quite possible that the parent of the Industrial school or Reformatory child found deficient might be in himself a decent enough person to resume control of that child when it was discharged.

1274. You might have ample powers for preserving the tutelage of the child but allowing it to go back to the parent?—In that case I do not see the objection.

1275. In the main it would be of service would it not, if as a matter of fact, on a child of that type being reported deficient, the tutelage should remain until 21?—Yes, or should be indeterminate; though I do not see why the parent should be relieved of the obligation of making payments towards the maintenance of the child.

1276. Need it be excluded. Why should not the parent pay even though the child be under tutelage?—If you think that is possible, very well; but I should have thought that the parent might say, "if the law takes this child absolutely out of my hands, what right has the law to come down on me to show any responsibility in the way of paying money?"

1277. But a conditional arrangement might be adopted in such cases; the child might be returnable to the parent though the ultimate and absolute control is not in the parents' hands?—Yes.

1278. There is one important point as to the internment of these children: their being kept apart for a long period. You say you think it should be on a magisterial decision?—Yes.

1279. What evidence would come before a Magistrate as a matter of course, in cases of this kind. Would there be a sort of medical panel?—I suggested that he should sit with a medical assessor.

1280. But from the point of view of the evidence, we should now have school evidence in some cases, do you propose that that should be submitted?—Yes.

1281. Would you propose, as a matter of course, medical officers should be called in evidence who had had to deal with the case?—I should.

1282. Then you would really be able to extend your system of certification on that basis very much lower down would you not?—Yes, I think so.

1283. Then the definition that we start with apart from the use of the word "lunatic" is "unsound mind," speaking of the law generally. Would you be prepared to say these might be considered as grades of unsound mind?—Yes, there seem to me two principal points which have to be borne in mind; one is the question as to whether the state of the individual's mind is such as to render him or her to require protection; and, secondly, as to whether the state of mind is such as to prevent them from being regarded as fully responsible for their actions.

1284. But granted that difference, if it is a question of grading, would it not be right that there should be one Inspecting Authority for all these classes, from lunacy downwards?—Yes, I do think that.

1285. (*Chairman.*) One Inspecting Authority to certify?

1286. (*Mr. Loch.*) No, I had taken for granted that the certification would come by adjudication in some way as suggested by Mr. Legge himself. My question had reference to the Authority that might advise, and inspect the institutions, including whatever institutions for this class there might be for patients or inmates of all ages.

1287. (*Mrs. Pinsent.*) You say at the end of your answer to Question 1175 a constant effort has been made to keep the size of these schools within reasonable limits. Would you tell us what you consider a reasonable limit—the ideal size for a Reformatory school?—The ideal size for a Reformatory school I should put at about 120 boys.

1288. And the same for girls?—No, I think there should not be more than sixty girls.

1289. What is the reason for the difference?—Physical training for my class of boys is so important that a boys' school is no good at all unless you can get two good "elevens" out of it, and you cannot do that with less than 120 boys. Then you want a fair variety of employment for them, and the domestic employment is not of such vital importance with them. As regards girls you want to have the place as domestic as you can, but you want enough in the case of a Reformatory to keep a good laundry going and, what is more, you must have enough, in my judgment, to keep two teachers going. You cannot have an efficient school, however small, in my judgment, with a single teacher.

1290. Should you think these reasons would apply equally to feeble-minded boarding schools?—I think they should be smaller because I think there the children do require much more individual treatment.

1291. In answer to question 1190 you are dealing with the cases of discharges from Industrial and Reformatory schools and you say that the total number of discharges during five years was 381, and you go on to say by far the largest group of these discharges were on account of tuberculosis. Is not it probable that some of these cases were mentally deficient as well?—Yes, but where that is definitely stated I have included them in the mentally deficient group.

1292. Would the reports that you consulted for these figures be certain to state the mental deficiency, if it existed alongside with tuberculosis?—No, but they did in a fair number of cases and I promptly included them in the feeble-minded group.

1293. You do not think it is probable the percentage of mentally defective among the discharges is even higher than the figure you gave?—No, I do not think so.

1294. In Question 1201 you are talking of the great dangers of congregating the feeble-minded together in large numbers; at any rate, so long as you are dealing with any case where there is a possibility of ameliorating the child's condition. I could not quite understand this, because I do not think any case is ever admitted to a Special school unless there is a good chance of ameliorating the child's condition?—I thought what was under contemplation was a considerable extension of the system of dealing with children in Special schools. At present there are very few, and they, more or less, pick and choose their cases, but supposing the Act were made obligatory and every child certified as mentally defective had to be received, then I think the difficulty would arise, and I do not think you could deal with them in large classes.

1295. I should like to clear up this point a little because, it seems to me it is so directly in opposition to the experience of the London School Board and other School Boards who have instituted special classes. You speak of the benefit the children receive from associating with children who are brighter than themselves. Can you give us any facts on which you are basing this opinion?—Yes.

1296. Have you ever known a feeble-minded child deteriorate, for instance, when removed to a special class and placed with others of the same mental calibre?—No, I cannot say that, but I have seen how they improve in association with sane children.

1297. You recommend, I think, a sort of special class in the ordinary Elementary school for what we might call the better cases, not the extreme cases?—Yes.

1298. Has not it been within your experience that feeble-minded children, who have remained educationally at a stand-still while in an ordinary class have progressed considerably directly they are removed to Special schools, where they are better understood and better trained, more in accordance with their condition. That has been our experience. I wonder whether you have any opposing experience. It seems to me a new idea that children should not benefit by going to Special Classes?—I say special classes in an ordinary school; then, at any rate, the children might see each other.

1299. That brings me to my next point. If you recommend that, you must almost recommend the

same playground. Does not there occur to you a difficulty on that line. Have you come across difficulties in the playground where the normal boy has rather teased and baited the feeble-minded boy. It is constantly present to us. I do not know whether it comes within your experience too?—I have not seen much of that. I do not think that danger is very great where the playground is under proper supervision. I do not mean supervised in the way a French playground is supervised, but in the unobtrusive way in which it ought to be supervised.

1300. The playground in the ordinary Elementary school ought to be supervised, do you mean?—In my day Industrial schools it is, and the particular case I am thinking of is one of my day Industrial schools in Liverpool which has a Defective school at one side of the playground. They use the same playground at different times, but the children do see one another, and the normal children in the day Industrial schools have in some cases a brother or sister at the Defective school, and call there to take their brother or sister home.

1301. You recommend that above a special class?—That is just one variety. I think one ought to have all these things as elastic as possible.

1302. You would not recommend classifying the feeble-minded boy in an ordinary school in an ordinary class?—No. I dare say I have not got the difficulties as clearly in my head as you have, because I am so largely thinking of these day Industrial schools where the children have opportunities, even defective children, of taking their part in learning trades and so on, at which they are often very good indeed. The best laundress I think I have ever seen in any one of our schools was a girl very seriously deficient, mentally.

1303. With regard to the question Mr. Byrne asked you as to the possibility of getting feeble-minded children taken to Industrial and Reformatory schools, I have had occasion to apply to committees of management and have always been told that Industrial and Reformatory schools do not take feeble-minded cases if it is known to them beforehand that the case is feeble-minded. Is that so?—That is so, unless there are special reasons for obliging anyone by taking a child.

1304. May I take it that the probability is that the child if committed is discharged on discovery that it is feeble-minded?—No, I think you must not take that.

1305. What was the cause in these cases that have been discharged as mentally deficient?—They were found a serious difficulty, but if they had not turned out a serious difficulty, if, for instance, they found them do very well in a shop and thrive physically, they very often think (and I agree with them) "it is a pity to turn this case out, this girl is going to make a good laundress, we shall very likely to be able to get her into an institution laundry where she will be looked after well, why get her turned out because she is no good in the schoolroom?"

1306. With regard to the Liverpool plan, I should like to know what you think of a case like this: A boy who had been certified by our medical officer as mentally deficient and was in attendance at a Special school was found by the police with a skeleton key and was committed to an Industrial school. If we had such a thing as a boarding school for the feeble-minded, would not it be a shorter way to have committed the boy straight to the boarding school for feeble-minded children certified under the Home Office as well as under the Education Office?—Yes.

1307. Then you would prefer that to the Liverpool plan of sending him to a Reformatory and then licensing him out?—Yes, I think that is what I recommended in my evidence last week—the homes holding a joint certificate.

1308. Then you would only recommend the Liverpool plan until we get something better?—Yes, precisely so. I mentioned it as an ingenious shift that they had hit upon.

1309. May I return for one minute to the question of drunken parents and the information you are so kindly going to get for us. Could we get, do you think, the percentage of drunken parents throughout one or two of your schools or all of them—if it is not too much trouble, the percentage of drunkards throughout the school?—I thought that was what I was going to get. You did not limit your suggestion to the feeble-minded cases? See Question 1222.

1310. (*Mr. Byrne.*) No, I hoped as regards the life-history of the parents we should have information as regards all your children, but as regards the after-history I thought it should only be the feeble-minded children.

1311. (*Mrs. Pinsent.*) I should like to know your opinion as to how far we ought to segregate these feeble-minded people afterwards with a view to prevent them reproducing themselves. I do not think you told us that definitely?—I think I said, and I hold to it, that I see no other alternative but when they reach a certain age to have every individual examined, and if they are certified as suffering from mental deficiency which either renders them unable to protect themselves, or renders them not fully responsible for their actions, to have them segregated in colonies for an absolutely indeterminate period, and I do not think those colonies, properly worked, would be such a ruinous expense as people imagine. If the parents are decent and are willing to take charge of the individual, then they should certainly do so, just as there are many idiots in the country in private houses. Many people would much rather keep a person than have it sent off to a colony. I think that is the only method of sterilisation that the country would tolerate.

1312. (*Mr. Dickinson.*) In answer to question 1197, where you give the percentage of feeble-minded that you found in the Reformatory and Industrial schools, you say the percentage works out at 1·25, or in Roman Catholic schools taken alone, at 2·08, and in arriving at your estimate you would be inclined to nearly treble those figures. That means to say in your opinion there are 8 to 12 per cent. of the children in these institutions who are feeble-minded?—No; from 5 to 6 per cent.

1313. Can you give any reason why the percentage of the Roman Catholic schools is higher than the others?—The death rate is considerably higher in Roman Catholic schools. It is because the Roman Catholic population of towns like Liverpool and Glasgow is absolutely a stage lower than any other in poverty. I remember once putting it to Cardinal Vaughan why it was so, and he said he thought it was largely a racial question, and that they were mainly Irish and a residuum of the Irish, that is to say, they are, as he put it, the cases who had not "wing enough" when they left Ireland to carry them across the Atlantic, but simply fluttered down.

1314. It has nothing to do with the management of the schools, with the selection of the individuals, or the treatment of the children?—No, but it is true that the Roman Catholic schools are larger than the others and therefore in the case of boys I do not think they get the same advantages in the Roman Catholic schools as may be had in the Protestant, though it is possibly reversed when you come to the wonderful girls' school managed by the Sisters.

1315. Do you find in those girls' schools this figure of percentage of feeble-minded is not so high?—I cannot say that. What I can say is that the re-convictions are not high.

1316. (*Chairman.*) Thank you very much; we are much obliged to you for your evidence.

SEVENTH DAY.

Monday, 6th March, 1905

PRESENT:

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D.
HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

CHARLES EDWARD TROUP, Esq., C.B., called; and Examined.

C. E. Troup, Esq., C.B.
6 Mar. 1905

1317. (*Chairman.*) Perhaps you will be so kind as to tell us what your position is and how long you have held that position?—I am Assistant Under-Secretary of State in the Home Office, and I have held that position for two years. Some years previous to that I had a good deal of experience in the Criminal Department of the Home Office.

1318. You will give us evidence as to the law as regards criminal lunatics?—Yes; I understand the Committee want a brief statement of the law relating to criminal lunatics. I propose to take first the treatment of insanity in criminal procedure. When there is a prosecution for any serious crime, the question of insanity does not arise before the Magistrates, nor before the Grand Jury. If there is a *prima facie* case of a crime having been committed, then the Magistrates are bound to commit for trial without regard to the question of the prisoner's sanity, and the Grand Jury have to find a True Bill. The question of insanity may arise first on arraignment, that is, when the prisoner is formally accused and required to plead guilty or not guilty. The question may then be put to the jury whether the prisoner is so insane as to be unable to plead. They have, in that case, to determine his mental state in reference to the proceedings; whether he is able to understand the proceedings. If they find that he is so insane as not to be able to plead, the Court makes an Order that he shall be detained during His Majesty's pleasure. If the prisoner is fit to plead, then the question of insanity may come up on the trial for the offence on its merits. Then the defence may be that the prisoner committed the offence while insane. This is a question which is to be decided in each case by the jury in accordance with the law as to criminal responsibility.

1319. The principle was laid down, I think you say in your evidence, by the judges in Macnaghten's case?—Yes, where all the judges were asked by the House of Lords to state their opinion on the question of insanity. The main point in their reply may be quoted; they said: "In the absence of proof to the contrary every one is presumed to be sane and to possess a sufficient degree of reason to be responsible for his actions. To establish a defence on the ground of insanity it must be clearly proved that at the time of committing the act the accused was labouring under such a defect of reason from disease of the mind as not to know the nature and quality of the act he was doing; or, if he did know this, that he did not know that he was doing what was wrong." That opinion of the judges (of course it was not actually a judgment) has been very much criticised. Broadly speaking, it has formed the basis of the directions which have been given to juries for the past sixty years though it is admitted that it does not quite cover the whole of the ground, and in certain cases judges have either departed from it, or dealt with the cases as not coming within it. I do not know that it is necessary to go into any discussion on that here. Sir James Stephen criticised it especially on the ground that it did not provide for the case where a lunatic, though knowing the nature of the act and knowing it was wrong, was driven to commit the act by an uncontrollable impulse due to disease of the mind.

1320. The principle, you say, is not always strictly adhered to?—There are cases where the judges have given directions beyond or outside that ruling, and there are cases of course where the jury have taken the matter pretty well into their own hands and found a verdict of insanity in a case not coming strictly within the law as laid down by the judges. Assuming that the jury find the man insane, they have now to give a verdict under the Trial of Lunatics Act, 1883. I should say, first, that under the Act of 1800, passed after the attempt on the life of George III. by Hatfield, if they had found the prisoner insane the jury acquitted him on the ground of insanity. By the Trial of Lunatics Act, 1883, that form of verdict was altered and now they find that the prisoner was guilty of committing the act charged, but that he was insane so as not to be responsible at the time when he committed it.

1321. The law now only leaves the alternatives of "Guilty" or "Guilty but insane?"—Yes, they may find him absolutely guilty (assuming that he has committed the act), or they may find that he committed the act but that he was insane at the time.

1322. There are of course cases where persons are convicted of such offences as arson, obstructing railways, theft, etc., where they are not certifiably insane?—Yes, I think our experience certainly points to the fact that there are cases where weak-minded persons commit crimes, and they are not certifiably insane; they cannot, strictly speaking, be found insane under the law as laid down in Macnaghten's case, or under the law as ordinarily administered and yet they are, from weakness of mind, really not wholly responsible. You cannot say that they are insane, and yet the state of their minds is such that they ought not to be set at liberty and allowed to commit further crimes of the same sort.

1323. You do not suggest that juries should be allowed to give a different verdict?—I do not suggest that there should be another verdict for juries. I think the proper verdict would be something to the effect that the prisoner was guilty of the act, but owing to mental weakness was not fully responsible, and that he requires control or restraint. But I do not think that that is a question that could be very well put to the jury, because the determination of that question in the class of cases I am speaking of depends on a wide knowledge of the history of the case and of the previous crimes which the prisoner may have been charged with. It seems to me hardly a question which could be adequately dealt with by a jury, who have to find the man guilty or not guilty without being told what were his previous crimes.

1324. In many cases you can only say a person is weak-minded after a very long period?—Yes. Very often a weak-minded person may be sent to penal servitude, and it may only come out gradually from a long course of observation that he is weak-minded.

1325. These persons found guilty but insane, can be specially dealt with under the Home Secretary's power

of detention ?—Yes, when persons of this class are found by the jury insane then I think they can be adequately dealt with; they can be detained (the term of detention is indefinite) in Broadmoor Asylum or a County Asylum as long as it may seem necessary. If there seems a prospect of their keeping straight, if their friends can look after them, then they can be discharged conditionally and guarantees taken that they are looked after.

1326. That does not refer to the case where they are only sentenced to short terms ?—No, if they are under sentence for a definite period, as soon as the sentence is completed they pass out of custody, and, so far as the Home Office is concerned, there is no further control over them at all.

1327. As regards minor offences such as magistrates ordinarily deal with ?—As regards minor offences there is no special provision for criminal lunacy. As far as the offence is concerned the magistrate must either convict or discharge, but in ordinary practice where the magistrate is satisfied that the prisoner is insane, he dismisses the criminal charge and deals with the prisoner as a wandering lunatic, or hands him over to his friends to be certified or kept under proper care and custody. This course has been very generally observed. It has been rather pressed on the magistrates by the Home Office. In a circular which was issued in 1889 we said: "the Secretary of State must strongly urge on the magistrates that it is their duty to obtain in all doubtful cases evidence of the mental condition of the prisoner. In the case of serious crime it may be necessary to commit for trial persons supposed to be insane in order that the question of their sanity may be decided by the verdict of a jury, but where the offence is less serious it is almost always open to the Justice to dismiss the charge and to deal with the person as an ordinary lunatic either by handing him over to the care of his friends or by sending him to an ordinary asylum." That of course refers to persons who are certifiably insane. The difficulty occurs here again with regard to persons who are weak-minded so as not to be wholly responsible but who cannot be certified to be insane. You may send them to prison for short terms, but from the very nature of the case the punishment of imprisonment has no deterrent effect and the probability is they will come back to prison for some other offence in a very short time.

1328. Now I think you have some evidence as regards criminal lunatics ?—Yes. For ordinary purposes we divide them into two classes; the King's Pleasure Lunatics; that is persons for whose safe custody, during His Majesty's pleasure, His Majesty is authorised to give order. They include persons found insane and unfit to plead on arraignment, and persons who have been either acquitted on the ground of insanity before 1883 or found guilty and insane since 1883.

1329. The other class are the class who are called Secretary of State's Lunatics—those are prisoners who have been certified insane while undergoing imprisonment ?—They may be either persons certified insane while under sentence of death and removed to Broadmoor under the Secretary of State's warrant, or they may be certified insane while awaiting trial, or certified insane during sentence of imprisonment or penal servitude. Any of these classes of patients on being certified insane may be sent by the Secretary of State to a lunatic asylum and then they become criminal lunatics. If they are under sentence of imprisonment or penal servitude they remain criminal lunatics only so long as the sentence lasts. If they have been removed while awaiting trial, or while under death sentence, or of course if they are under sentence of penal servitude for life, they remain criminal lunatics indefinitely until discharged by the Secretary of State. The King's Pleasure Lunatics are also criminal lunatics indefinitely. They remain so unless and until they are discharged by the warrant of the Secretary of State.

1330. I think that covers all the ground with regard to the King's Pleasure Lunatics and the Secretary of State's Lunatics ?—Yes.

1331. Where are the persons detained ?—The great majority of the criminal lunatics are detained in Broadmoor Criminal Lunatic Asylum. That is an asylum established under the Criminal Lunatics Asylums Act 1860, specially for criminal lunatics. There are nearly 800 criminal lunatics in Broadmoor. The great majority of them are persons who have been found guilty of crimes of violence; about 80 per cent. have either been found guilty of murder or violent assaults—attempts to murder.

1332. The Secretary of State has also power to send these lunatics to borough and county asylums ?—Yes. There are ordinarily about 120 criminal lunatics in the borough and county asylums. A number of them are under very short sentences, and consequently pass through the state of being criminal lunatics rather quickly. At the end of a short sentence they are either discharged or more frequently kept on as pauper lunatics.

1333. They include a certain number of feeble-minded persons, I suppose ?—Yes.

1334. In the case of lunatics sent to Broadmoor how are they paid for ?—They are entirely maintained by moneys voted by Parliament in the Vote for Broadmoor.

1335. And those who are sent to county and borough asylums ?—They are paid for out of the Prison Vote—money voted by Parliament—at the rate of 14s. a week. Where the criminal lunatic has any property of his own, that can be made available for his maintenance. There are a few in hospitals or private asylums, but those in private asylums are criminal lunatics who have been conditionally discharged on the condition that they remain in such a private asylum, and of course they are maintained at their own expense.

1336. As to the discharge of these persons ?—All this class of lunatics can be discharged at any time by the Secretary of State's warrant. The criminal lunatics who are under definite terms of sentence, as I have said already, cease to be criminal lunatics at the end of their sentence. They may be detained after that as pauper lunatics or they may be set free. All the other classes can be dealt with by the Secretary of State who discharges them either absolutely or conditionally only when he thinks their condition is such as to justify the discharge.

1337. Or they may be discharged during the period of their sentence ?—Yes, those who are under sentence may be discharged during the period of their sentence, but that does not occur very often. It is chiefly those under indefinite detention whom the Secretary of State deals with by way of discharge.

1338. When the sentence terminates, you say he may be still detained as a pauper lunatic ?—If he is under a definite sentence of detention, he may be still detained as a pauper lunatic. There is special provision for that in the Criminal Lunatics Act. The point which would probably most interest the Commission in this connection is that in discharging those criminal lunatics under indefinite detention, the Secretary of State has very wide powers. He is under no obligation to discharge the criminal lunatic merely because he has ceased to be certifiably insane. If he did so it would in a great many cases involve almost certainly a relapse into a dangerous form of lunacy, so that every case has to be dealt with on its merits, and the main idea that guides the Secretary of State is that where a criminal lunatic has committed a very serious crime, he cannot be discharged unless there is some sort of reasonable assurance that he will not relapse into dangerous insanity. A very important point in deciding this is what provision can be made for looking after him when he has been discharged—whether his friends will undertake to look after him and report at once if he shows symptoms of relapsing into insanity again so as to be dangerous.

1339. The superintendents of the county and borough asylums are sometimes rather loth to keep them ?—Those in the county and borough asylums are the least serious cases as regards the crime, and superintendents of county and borough asylums being used to discharging lunatics as soon as they consider them sane do not like to have sane persons left there.

1340. Even if they are feeble-minded ?—If they are feeble-minded—even if they are very liable to relapse into crime after discharge. It makes a class of persons different from their ordinary patients, and sometimes there is a certain amount of objection made to retaining them indefinitely.

1341. You have already stated that a considerable number of weak-minded persons are convicted and sentenced to penal servitude. In their case they are segregated ?—Yes. In Parkhurst Convict Prison there is now

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a special class of weak-minded convicts, where, under the direction of one of the members of this Commission, Dr. Donkin, they have been put into a special class under special treatment different from the convicts, suitable to their mental condition. It seems to me they can be treated very satisfactorily—I mean, assuming that they are in character persons of the criminal class. For this class of weak-minded convicts the Secretary of State has power to make statutory rules. He has not exercised that power, but there are certain administrative rules which are now in force.

1342. Would you put in those rules ?—Yes. I think I had better. (*Rules Handed in. Vide Appendix Papers, page 653, post.*) Of course there is this great advantage in dealing with these weak-minded convicts, that they can be very effectively watched before it is decided whether they belong to the weak-minded class or not. They are under the daily observation of the medical officer—I mean as convicts they are under his daily observation—so that he is in a very favourable position for arriving at a right decision as to who are and who are not, properly speaking, weak-minded.

1343. But it is difficult to deal with those cases where they are only under short sentences ?—Where there are only short sentences there is not the same opportunity of watching and deciding whether they belong to the weak-minded class; and even if you know they are of the weak-minded class, there is no time to group them or to put them under a special system of discipline.

1344. Have you anything further you wish to put before the Commission ?—No, I think that is all the evidence I wish to give.

1345. (*Mr. Byrne.*) There are one or two questions I should like to ask you supplementing your evidence. You told us of the almost universal rule in Macnaghten's case in dealing with prisoners who may or may not be insane. Do you consider that the application of some such rule, however worded (without for the moment speaking of the terms of the rule in Macnaghten's case) ever does work injustice or works well always ?—I think there are certainly cases where if the rule is strictly applied it would lead to the conviction of persons who ought to be treated as insane.

1346. With reference to the constant difference between doctors and lawyers on the subject of the proper standard of trying a person who is insane, do you think there would be any improvement in the matter of fairness to a feeble-minded person if the doctors' theory were applied, that is to say, if a person alleged to be insane was not tried by a jury under a principle of law like this, but was practically handed over to doctors who would simply say whether he was to be punished or not. Would that be an improvement, or are you satisfied from what you have seen after a good many years of the administration of the criminal law that some such rule as in Macnaghten's case does work well ?—I think that question of insanity is one which ought to be left to the jury. Possibly, you ought to have some wider definition than in Macnaghten's case, but I would not leave that question to be decided by a body of experts.

1347. You would not leave it to a committee of doctors ? —No.

1348. In some form of words or another the judge should put it to the jury ?—Yes, I think the doctors should come in as expert witnesses.

1349. You told us, even where a person found not to be insane was sentenced to a heavy sentence of imprisonment for a serious crime, if it were found that he was a feeble-minded person, not so guilty as the judge and jury thought, that modes existed in which his treatment may be dealt with in a manner proper to a feeble-minded person. What are those modes ?—If he can be certified insane he may go to Broadmoor and be treated as a criminal lunatic.

1350. That does sometimes happen ?—Yes.

1351. A person convicted by a jury is found after long examination to be insane ?—Yes. If he comes within the medical definition of insane, and is certified, he can go to Broadmoor or a County Asylum, where he can have the proper treatment for the insane. If he is not insane but weak-minded, he is removed to Parkhurst, kept under observation there, and finally put into the weak-minded class in Parkhurst, where they are under a course of treatment which seems very appropriate for the weak-minded.

1352. The discipline is not of such a penal character ? —That is the main point.

1353. As regards the object of this Commission so far as it relates to feeble-minded persons, you do not see any reason for a fundamental change of the law in the matter of criminal procedure ?—I think probably there ought to be some way of bringing under a longer term of detention persons who are now sentenced only to short terms. There have been cases of crimes by weak-minded persons where there has been a great difficulty in finding a proper place for treating them. I am thinking of one case in particular, of a boy who incited other boys in a reformatory school to set fire to the school. He was about seventeen years old. He was found insane on arraignment and sent to an asylum. An asylum seemed a very inappropriate place for a boy of seventeen of that class, still capable of receiving some sort of education, and all sorts of inquiries were made in the hope of finding some more appropriate way of treating him. He had been in a reformatory school. Nothing could be done with him there either by severity or kindness. The reformatory school authorities said he could not possibly do any good in a reformatory school again. The Lunacy Commissioners were consulted and they said no idiot asylum would take him; they did not think he was certifiably insane. Finally, we had to leave him in the county asylum. It certainly did not seem a very appropriate place for an imbecile of that class. But there was nothing else that could well be done with him.

1354. There is no institution precisely suitable ?—There was no institution precisely suitable.

1355. I suppose you have experience at the Home Office of a good many persons who are in and out of prisons and asylums ?—Yes, a certain number of the criminal class.

1356. Is it a substantial number ?—A fair number, not a large number.

1357. Short imprisonment is no punishment or proper means of dealing with such persons, and the Secretary of State's powers with regard to that practically do not arise, because they are only under his control for such a short time ?—Yes. A person of that class perhaps sooner or later is found insane by a jury; then you have him permanently under detention.

1358. It would be desirable if you could get permanent power of control over them in some such way ?—Yes.

1359. It is rather a roundabout and accidental way of getting permanent control of them ?—Yes; it probably comes from a jury finding them insane on evidence which, strictly speaking, does not quite amount to that.

1360. Which perhaps other juries would reject ?—Which other juries would reject.

1361. If there are a good many of these people, and the opportunities for getting them under permanent control are only accidental and few, would the Secretary of State like to have the power to have these persons charged under any new procedure of the law, and the question considered whether they should be put under permanent detention. Is the evil so great as to necessitate that ?—I think that is a subject on which the Secretary of State would like to be advised by this Commission.

1362. Questions do come up ?—There certainly are cases which raise that question; I cannot say very many cases, but I have come across cases which there seems to be no suitable mode of dealing with.

1363. There is a gap in the law there, at any rate ?—Yes, I think so.

1364. With regard to which instances arise in which you would like to see better provision made ?—Yes.

1365. I presume that if the Secretary of State had further powers of control, or had the power given him to procure the commitment of persons such as these to permanent detention, it need not necessarily be either in an asylum or in a prison, as at present constituted ?—I should think there is the alternative of some new institution.

1366. Something like a labour colony, or something of that sort?—Yes, some sort of Government or local authorities' establishment for imbeciles.

1367. Or an establishment certified, inspected and approved by the Government?—Yes.

1368. Mr. Legge, the Reformatory inspector, in giving evidence in regard to youthful offenders of this description, said he was in favour of the establishment of some such place. As regards adult criminals, you would say the same?—I think that is a question which ought to be considered by this Commission.

1369. With regard to the power of conditional discharge which the Secretary of State has in respect of criminal lunatics over whom he has powers for a long period, I understood you to say that it was found useful, and a sufficient power?—Yes, an extremely useful power, and it is quite sufficient where the criminal lunatic has got friends who can take some sort of charge of him after he goes out.

1370. But there are cases in which it fails for want of such?—Yes, when there is no satisfactory way of providing for him when he comes out.

1371. I presume you meant sufficient and satisfactory for the prisoner. Is it sufficient and satisfactory for the interests of the public too, do you think in all cases?—It is a very strong power. If anything goes wrong, the Secretary of State has power to take him back to Broadmoor again. I do not know that you could have any stronger power in the way of conditional discharge than you have now.

1372. In the case of women charged with infanticide, women under long terms of imprisonment, conditionally discharged, are they often restored to their husbands?—Yes, in a certain number of cases.

1373. Would the Secretary of State consider the permanent feeble-mindedness of a woman in that position a reason for not discharging her to her husband on the ground that it would be undesirable that she should have children, or if she was quiet and well-behaved would he restore her?—I do not call to mind any case where that question has arisen. There are many cases where the question has arisen, what would happen if the woman had a child again, where she has committed murder after childbirth?

1374. Has there ever been a case at Broadmoor of a woman relapsing to serious crime on account of the subsequent birth of children?—I cannot recall any case where it has actually happened. It is a consideration that has to be very carefully borne in mind when the question of discharge arises. It often is a reason why a woman cannot be discharged.

1375. I presume detention at Broadmoor is not of a penal nature. They are very comfortable, I presume?—So far as it is possible to be made comfortable in compulsory detention, I think they do well at Broadmoor.

1376. They have freedom according to their mental condition, not according to their crimes?—They are classified according to their mental condition. Those whose mental condition is favourable live under very favourable conditions.

1377. And at a moderately cheap cost?—Yes—more costly than the county asylums, chiefly on account of the larger number of warders required.

1378. As far as the interests of the people are concerned, would you tell us that they have no grievance about being detained there until they are really fit for discharge?—I cannot conceive that the conditions could be better made than they are in Broadmoor.

1379. They could not be more comfortable in any colony or institution of that sort, and they are immeasureably more comfortable than in the homes of the even well-off working class?—Yes, their conditions are as good as they can be made consistently with detention.

1380. In other words, there is no inducement to discharge them out of pity before they are fully fit to be discharged?—No; I ought to say, a good many of those who have been conditionally discharged have come back of their own accord. They have said, "we feel our minds are going wrong, and we want to come back here."

1381. (*Mr. Hobhouse.*) You are very familiar with Broadmoor, I suppose?—I have been there several times, and I deal daily with the Broadmoor cases as they come before the Home Office.

1382. Have you ever found that persons committed to Broadmoor as insane have on subsequent observation been discovered to be sane?—There are persons sent to Broadmoor as insane who have subsequently recovered their sanity.

1383. Within a short period of committal?—I think there have been hardly any cases of discharge within a short period of committal, except perhaps in some cases of infanticide.

1384. What number of criminal lunatics are discharged yearly from Broadmoor?—I could not give the exact figure now—a comparatively small number.

1385. Two or three?—No; more than that. Eight or ten, I should think.

1386. How many of those come back again?—I could not give the figures but a fairly considerable proportion came back again. They are put in charge of friends. If they show any signs of relapsing, the friends report it, and they are brought back again.

1387. Would there be 50 per cent.?

1388. (*Chairman.*) We shall get all these figures from Dr. Brayn, I think.

1389. (*Mr. Hobhouse.*) Are people who are discharged and come back again really insane, or only feeble-minded?—They would be cases of insanity, as far as I know. The greater proportion at Broadmoor are insane cases—far the larger proportion.

1390. So that practically, as far as Broadmoor is concerned, it is very much outside the scope of the inquiry as to feeble-minded people?—Yes, there are very few of the feeble-minded class there.

1391. With regard to a statement which you make about a case of a reformatory boy, are there many such cases?—No, that was rather an exceptional case.

1392. So that it would be superfluous to set up a special treatment, or a specially-licensed house, for the reception of cases of that sort?—I cannot say that the number of cases I have had to do with is so large as to make it necessary to have a special establishment.

1393. I am not sure that I got your answer down right, but I gathered you said there was a difficulty in dealing with feeble-minded or irresponsible persons who are sentenced to short terms of imprisonment?—Yes.

1394. Do I understand you to say that there ought to be a period of longer detention for those persons?—I say that class of persons can be much more satisfactorily treated if they are under a long sentence than under a short one. You can segregate them and put them under special treatment.

1395. Would you so extend the law then, that the judge or magistrate who convicts should have power to increase the term of detention, or would you suggest that he should sentence them to be detained in a particular licensed house?—I do not think I am prepared to give any suggestion in that direction at this moment. I only point out the difficulty and I say it would be a satisfactory thing if those persons who have to be put under detention could be detained for a considerable time.

1396. What proportion of persons do you suppose would come under that class?—I could not give any idea of the numbers. I only see individual instances and it would be very difficult to form an estimate of the numbers. If it could be done, it would be perhaps by the prison officers, whom you will hear by and by. They may perhaps be able to give some estimate.

1397. Then you have come to the opinion you have, not in consequence of the number of cases, but because you think in any case, large or small, these persons ought to be specially detained?—I merely give the Commission my opinion, from seeing the cases that come before the Home Office. There are a fair number of cases, I think, where this difficulty arises.

1398. (*Mr. Greene.*) I want to ask a few questions from another point of view, that is, as to the operation of the law for the protection of feeble-minded people.

C. E. Troup, Esq., C.B.

6 Mar. 1905.

You have hitherto been dealing with the mode of treatment of the feeble-minded. Do you know whether there are any special protections under the criminal law for persons who are feeble-minded to prevent them from attacks. For instance, are feeble-minded individuals in any way protected from attack or assault by persons who are not feeble-minded?—There is a special provision in the Criminal Law Amendment Act, 1885, with regard to women who are feeble-minded.

1399. Except that provision in the Criminal Law Amendment Act, 1885, there is no other statutory provision, is there, beside the one in the 324th section of the Lunacy Act?—I do not know of any other.

1400. The drift of my question is to see whether those two sections afford adequate provision for feeble-minded women. As regards the first of them, the Criminal Law Amendment Act, I will read you the words of the section, and then put my question to you: "Any person who unlawfully and carnally knows, or attempts to have unlawful carnal knowledge, of any female idiot or imbecile woman or girl, under circumstances which do not amount to rape, but which prove that the offender knew at the time of the commission of the offence that the woman or girl was an idiot or imbecile shall be guilty of a misdemeanour." That, you see, only deals with the case of an idiot, known to be so at the time?—There is the word "imbecile" also.

1401. Under circumstances that prove the offender knew it. Do you think there is any objection to extend that to all cases where an imbecile or idiot woman has been the subject of carnal knowledge or attempted carnal knowledge?—Where the man did not know she was imbecile.

1402. Yes?—I should hesitate very much before saying that change in the law should be made.

1403. Presumably he has no business to make the attempt at all. Would you see any objection to saying that he must be the person to run the risk?—I think it would be a very risky thing to say that.

1404. Risky in what way?—It would probably lead to miscarriages of justice.

1405. My suggestion is that the person who has no business to be doing what he is doing should not be protected if he chooses to do it—he ought to run the risk—and if the woman turns out in fact to be imbecile, one wants to know why he should be saved from criminal consequences?—It seems to me that argument rather points to making fornication a criminal offence altogether.

1406. No; only in the case of persons who turn out to be mentally deficient?—But you are basing your argument on the fact that the man ought not to do it at all.

1407. I am saying he ought to be the person to run the risk?—I am not prepared to say that I think that is an amendment of the law that ought to be made. But I cannot say that there have been any cases come before me officially, which point one way or the other.

1408. I will call attention to another point on that very section. Is there any reason why the law should not be extended to make it punishable for indecent assaults to be committed on a woman whether the person who assaulted knew or did not know that she was feeble-minded?—If it is an assault it would be punishable independently of that question.

1409. But the difficulty there arises in reference to her giving consent. If she consents, except in the case of persons under thirteen years of age, consent would be a defence?—Yes.

1410. Why should a person who is incapable of making contracts under the law, and who obviously requires protection, be allowed to be indecently assaulted without there being an adequate remedy?—If the imbecility is obvious I think the penal provision should apply.

1411. There is a possible amendment of that section because you see you have got it in the case of the Lunacy Act?—If it is obvious that the woman is an imbecile it ought to be punishable, either the carnal knowledge or the indecent assault ought to be punishable.

1412. The Lunacy Act, which is the only other section, of the Statute to which you referred me, deals with the case of managers, officers, nurses, attendants or other persons "employed in any institution for lunatics" and any such person who "carnally knows or attempts to have carnal knowledge of any female under care or treatment as a lunatic in the institution or workhouse, shall be guilty of a misdemeanour, and, on conviction and indictment, shall be liable to be imprisoned, with or without hard labour, for any term not exceeding two years, and no consent or alleged consent of such female thereto shall be any defence to an indictment or prosecution for such offence." Why should not that be extended?—I think that certainly ought to be extended if the woman is an inmate of an institution.

1413. I am putting it outside an institution. Why should the consent of a female outside an institution be allowed to be a defence?—If she is in an institution, that of itself is warning.

1414. Otherwise, you are not prepared to go so far as to say they are to be absolutely protected from outrage?—Yes, from outrage.

1415. I will say indecent assault or attempted rape?—If it is indecent assault or attempted rape everybody ought to be protected.

1416. Whether the assaulter knew it or not?—Whether the assaulter knew it or not, if it is assault or attempted rape.

1417. The assault implies an absence of consent? Would you go so far as to say that any person who behaves indecently to an imbecile or lunatic should be liable to be punished whether that imbecile or lunatic could or could not give any sort of submissive consent?—Certainly if he knows, or if he has reasonable means of knowing.

1418. Under thirteen years no person can give a consent. It shall be no defence to a charge for an indecent assault of a person under thirteen to prove that she consented, but above thirteen you think the person who commits the offence ought to be proved to have known that the person was incapable of giving consent?—I forget what the exact wording of the section is. I mean the section as regards girls under sixteen.

1419. That is this: "It shall be no defence to a charge for an indecent assault of a person under thirteen to prove that she consented"?—I am speaking of under sixteen. There is a different provision as regards knowledge of the fact as regards the age of sixteen.

1420. If there is reasonable ground for believing that she is over sixteen that is a defence, but that is assuming the case of girls who are of full intelligence. I am putting to you only the case of feeble-minded people who ought not to be allowed to give consent?—I think feeble-minded people ought to be in the same position as girls under sixteen.

1421. In the same position as girls under sixteen or under thirteen?—Under sixteen.

1422. Now in reference to the protection of the public from the treatment of feeble-minded persons you are satisfied that the enquiry before the court should be left as it is—with persons charged with crime no fresh question should be left to the jury?—I think there might be a more satisfactory statement of what questions should be left to the jury than we have now, but I am not prepared to suggest what it should be.

1423. As regards feeble-minded persons who are dealt with by the Home Office after conviction, what happens to them at the end of their sentence. Are they simply liberated?—If they are under a definite sentence they must go at the end of the sentence. We have no power to hold them.

1424. Is any precaution taken in practice as to dealing with their future. Are they sent to homes or left to return to their own private home?—I should think they usually return to their home.

1425. No attempt is made to get them into an asylum?—If it were possible to get them in an asylum steps would certainly be taken during the sentence.

1426. Is any definite enquiry made as to the state of mind, as to the feebleness of mind of persons who have been convicted while they are in jail?—They are all under the observation of the medical officer. It is for him to say if he considers any person weak-minded. In

Parkhurst it is done very systematically. I think I am right in saying they move them from the other convict prisons to Parkhurst.

1427. (*Dr. Donkin.*) When any doubt is felt about the state of the convicts at other prisons they are removed for observation to Parkhurst.

1428. (*Mr. Greene.*) And I suppose there are periodic reports made to the authorities with reference to any doubtful prisoner?—Yes, within the prison department.

1429. Does it often occur that prisoners after conviction become insane or become feeble-minded?—There are not a very large number that become insane after conviction—quite a small proportion. I have not got the figures.

1430. Is feebleness of mind ever regarded as a reason for liberating a prisoner before the period of punishment is ended?—I cannot say it has never been done, but it would be rather an unusual thing. It would be a point for consideration in some cases I should think.

1431. If feeble-minded colonies were established do you see any reason why if the prison authority became satisfied that persons after conviction were feeble-minded they should not be transferred from there to a colony?—I should think that would be the right thing if there were such colonies.

1432. As a matter of fact are the feeble-minded prisoners troublesome in jail?—I think you had better get that from the prison officers. They can tell you much more about it than I can.

1433. (*Dr. Donkin.*) With regard to the question that Mr. Greene was asking you about your opinion as to whether the law should be altered for the protection of women against assaults, I suppose you mean that as there is considerable difficulty with lawyers and judges and juries in determining degrees of feeble-mindedness it would be equally difficult for an accused man to do so, and of course that would be a reason why you would not be of opinion that feeble-mindedness, whether known or unknown, should be always a protection?—Yes. I think very strongly, of course, that feeble minded women should be protected.

1434. But that it would be difficult (as the difficulty already arises even with experts) to detect some degrees of feeble-mindedness, and for that reason you would not have an absolute provision made that feeble-mindedness in cases of this kind should involve the commission of a crime?—Yes, it would mean in certain cases punishing a man for a crime which he had no idea he was committing.

1435. Then there is one question with regard to what Mr. Hobhouse was asking you. You said you only could deal with cases which are reported to you from time to time, cases of weak-minded people of short sentences; but it is within your knowledge, I think, that a very considerable number of prisoners at local prisons are constantly being sent into those prisons having been reported as weak-minded, and that there is a great difficulty in dealing with considerable numbers of those who are recurrently sent to prisons. Yes.

1436. I only wanted to remove any misconception on the part of any hearer that you thought the cases were rare?—I do not mean to say cases which come to prison are rare; I only say the cases which we in the Home Office have had to deal with are very few. My impression would be that there are a considerable number of cases in local prisons where the difficulty exists. I was only referring to the cases which had come in some way before the Secretary of State to be dealt with by the Home Office. Those are very few.

1437. (*Mr. Hobhouse.*) Am I to understand that the number of persons who if there was power to order a longer detention would so be dealt with is very considerable?—I think you had better get that from some other witness coming from the prisons who can give you some idea of the proportion of prisoners.

1438. That would be your impression?—That would be my impression, that there is a fairly considerable number.

1439. (*Dr. Donkin.*) I only wanted to get out exactly what you said?—When I said few cases, I meant the cases which would come before the Home Office to be dealt with in some way by the Home Office.

1440. There are very few reported to the Home Office because the Home Office have no means of dealing with them?—Cases which come before us would be almost exclusively cases of persons found to be criminal lunatics. *C. E. Troup, Esq., C.B.* 6 Mar. 1905.

1441. You said you thought that in all cases it should be the jury who should decide whether a person is insane or not?—Certainly, on the question of insanity.

1442. Do you mean juries should always and for ever decide whether a man is insane or not or whether he should be punished or not. It seems to me there is a difference. Surely the question of deciding on insanity is a medical question?—The jury decide whether a person is so insane as to be responsible for his actions; in other words whether he is to be punished for his crime or merely detained as an insane person. That is the question which the jury decide.

1443. That is what you meant when you said that the question of insanity is one which ought to be left to the jury?—Yes, I think that is a question for a jury.

1444. (*Mr. Dickinson.*) To follow that question up about the numbers, I suppose the Home Office has particulars of convictions?—No. There are, taking everything, several hundred thousand convictions in a year. Even taking the more serious cases only, there are something like 160,000 a year. We do not get particulars of all of them except in the form of statistical information.

1445. I mean in the form of statistics, you do get it?—We get the totals.

1446. You are responsible for all the prisoners, are you not?—The Prison Commissioners are responsible for the prisoners. The Secretary of State has certain powers with regard to prisons.

1447. Are not all the prisoners who go into the prisons reported on to a certain extent to the Home Office?—Not all of them; only in cases where there is a petition to the Secretary of State, on a question as to the prisoner's state of mind or some other special matter. Then we get particulars.

1448. Do you mean in the ordinary administration of the prisons of this country the Government has no system of particulars as regards the prisoners?—The particulars go to the prison, but not to the Home Office.

1449. Where do they go to ultimately. There are particulars in every prison with respect to every prisoner. Where do they get to? The medical officer has observation of every prisoner. Do they not get tabulated and reported at all to the Government?—They are tabulated, but there are no particulars of individual cases coming up to the Home Office except those specially required.

1450. Then there are no means of saying at this moment how many feeble-minded or defective people there are in the prisons of the country?—By calling for returns from the prisons. We have not got the information at the Home Office.

1451. You would have to call for new returns?—Certainly. I do not know whether the Prison Commissioners have got it.

1452. (*Dr. Donkin.*) There are returns being made now for this Commission. You will hear it put before you by the medical evidence which is being got from the prisons.

1453. (*Mr. Dickinson.*) That is being got for a particular object?—Yes.

1454. Then the Government at the present moment has no system from which they can record the condition of the prisoners all over the country?—They are recorded in the prisons and at the Courts.

1455. But not collected for the purposes of the Government?—No. We get totals sent up—returns sent up from the prisons, but those are not returns of individual cases, but simply totals.

1456. Totals of how many prisoners and for what offence?—Yes.

1457. No individual record of the prisoners at all?—Except those that are called for. If any question arises in the Home Office then we at once send down to the prison, if it is a prison question, or to the court if it is a question relating to the court, for particulars of the case.

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1458. May I ask you to go back to Macnaghten's case. All these cases on which there may be a verdict which sends a man to Broadmoor must be cases which arise before a jury?—Yes.

1459. That is to say only those kinds of offences which come before the assizes or quarter sessions?—Those are the only cases where they go to Broadmoor as King's Pleasure Lunatics—those found so by a jury—but any prisoner in a prison may be certified to be insane, and may be removed to an asylum under the Secretary of State's warrant.

1460. That is after conviction?—Or before conviction. He may be certified insane while awaiting trial or while in prison under remand and removed to an asylum on the Secretary of State's order. That occurs rather rarely, but there are a number of cases of that sort. The Secretary of State is very reluctant to remove an untried prisoner to an asylum.

1461. So far as prisoners go, they are prisoners who are arraigned for some crime of a sufficiently serious character to go before the assizes or quarter sessions?—Yes.

1462. What the jury has to consider is whether an offence has been committed by the accused while he was "labouring under such a defect of reason from disease of the mind as not to know the nature and quality of the act he was doing; or if he did know this, that he did not know that what he was doing was wrong." Supposing the case of a feeble-minded boy who is not a lunatic at all, but who thinks it is a nice thing to set a hayrick on fire and thereby commits arson; he would come up for trial for arson.—Yes.

1463. Do you know any cases in which a boy of that character has been declared to be insane?—I cannot say I have any definite case in my mind, but I am quite certain there have been such cases.

1464. The ordinary meaning of the word insane would mean something more serious and substantial than that, but nevertheless there have been cases?—There have been cases where a weak-minded boy has set fire to a hayrick.

1465. And has been sent to Broadmoor?—I could not say for certain. He might have been sent to a county asylum.

1466. Are there any, what we know as feeble-minded persons, who cannot be certified as insane, in Broadmoor?—There may be a few, but I do not think there are many. But you will get that much better from Dr. Brayn when he comes.

1467. Still you say there have been convictions. That procedure has been made use of for the purpose of detaining what we know as a feeble-minded person?—Yes, I think there are cases such as you are describing where the defence was insanity and where the jury found him insane.

1468. Although he was not a person who could have been certified as insane?—I think probably the case I mentioned of a boy setting fire to a school was such a case. We were told by the Lunacy Commissioners that he was not certifiably insane. He was certainly an imbecile.

1469. The magistrates, for less serious offences, that is to say offences which will not go to quarter sessions or assizes, have no such power there. They cannot decide that a person is insane, and therefore must be detained?—They cannot make him a criminal lunatic, but of course, as I was saying, they can dismiss the criminal charge and deal with him as an ordinary lunatic.

1470. But then he must be certifiable?—He must be certifiable, or he may be handed over to his friends. In some cases the friends will come forward and say: "We will look after this person." If he is to be detained he must be certifiably insane.

1471. Such a boy as I was mentioning, who has been detained for a crime such as arson, if his crime had been one which would only have brought him before the magistrate, could he not have been detained?—No, if he was not certifiably insane.

1472. Do you think it would be an advantage to extend that power of detention to all offences as well as to the more serious ones?—I should not give the magistrate power to order a person to be permanently a criminal lunatic, I think—to send him to Broadmoor.

1473. Because you prefer the jury?—Yes, and because there ought to be a serious crime before a man is sent to Broadmoor. But I think it is a question for the Commission now, to consider whether there ought not to be some other mode of detaining.

1474. Does the seriousness of the crime affect the question. The crime is merely serious because he happens to have done something which is serious—*ex hypothesi* he is supposed to be a person who is not responsible?—Yes, I think there would be great difficulty in detaining as a criminal lunatic a boy who had only stolen apples, or thrown a stone or something of that sort. If you are going to deal with those cases, they ought to be dealt with, not as criminals, but as weak-minded.

1475. But, of course, if there were better provision for the weak-minded, there would be no such objection to putting the power in the hands of the magistrate?—No; I think if you are going to provide for the weak-minded in some special way, not as criminals, then no doubt the magistrates can deal with it.

1476. I understand from your statement that the Secretary of State's lunatics include persons under sentence of death found insane after special enquiry. Those the Secretary of State can order to be permanently detained?—Yes.

1477. Also persons found insane while on remand or awaiting trial?—Yes.

1478. Do I understand that the Secretary of State's Order can operate so as to permanently detain a man who has not been tried?—Yes; if a man is certified insane while waiting trial, and if he is removed to an asylum by Order of the Secretary of State, then the detention is permanent, unless he is certified sane again, in which case he can be moved back again to prison to take his trial.

1479. I do not quite understand that. You mean on the Secretary of State's Order he can be confined for life without being certified?—No, he must be certified first of all.

1480. He must be certified first of all, and then he can be confined for life?—Unless he recovers. If he recovers, he may be removed back to prison for trial.

1481. What does happen to such a person?

1482. (*Mr. Hobhouse.*) He is detained as an ordinary lunatic?—Some of them would go to Broadmoor.

1483. (*Mr. Dickinson.*) He becomes an ordinary lunatic shut up in an asylum, and is not allowed to go forth again till he has taken his trial. That is what it comes to?—Yes. As a matter of fact, a good many of these cases are permanent lunatics, and they are never fit for trial. It is a thing we do not like at the Home Office; we are very reluctant to remove an untried man to an asylum with the prospect that he may have to remain there permanently.

1484. Your duty is to see that he gets tried?—Yes, certainly; if he is at all fit for trial, we should not think of removing him.

1485. (*Dr. Dunlop.*) One question on what we have just been talking about, sending untried prisoners to asylums where they are liable to be detained for their whole life. Does the Secretary of State or the local authority pay for the detention?—The State pays as long as he remains in the criminal lunatic asylum. There is the power to discharge him from the condition of being a criminal lunatic, and then detaining him as a pauper lunatic.

1486. I am talking about the untried prisoner who may be kept in an asylum for the rest of his life. Does the State pay, for the rest of his life?—I think it would depend on the nature of the crime. If it were a case of murder, the State would probably go on paying for the rest of his life. If it were some very trifling offence, and he were permanently a lunatic, probably after a year or two years he would be discharged from the condition of a criminal lunatic, and remain a pauper lunatic, and remain in an asylum at the expense of the local authority.

1487. And this particular class of Secretary of State's lunatic never has any trial?—If they recover their sanity, they are tried, but that rarely happens.

LIONEL LANCELOT SHADWELL, Esq., called; and Examined. *Lionel L. Shadwell, Esq.* 6 Mar. 1905.

1488. (*Chairman.*) You are a Commissioner in Lunacy? Yes.

1489. Have you had very long experience in that capacity?—Not very long as Commissioner in Lunacy, but I was Secretary between three and four years before. I was appointed Commissioner last Autumn.

1490. Would you be willing that a *précis* of your evidence should be put in as part of the minutes of our proceedings?—I should be quite willing.

PRECIS OF EVIDENCE ON THE LUNACY SYSTEM IN ENGLAND AND WALES, PUT IN BY MR. SHADWELL:—

The law governing the admission under care, the treatment, and the discharge of lunatics is, in the main, contained in the following statutes:—

The Lunacy Acts, 1890 and 1891.
The Idiots' Act, 1886.
53 & 54 Vict., c. 5. The Criminal Lunatic Asylums' Act, 1860.
54 & 55 Vict., c. 65. The Criminal Lunatics' Act, 1884.
49 & 50 Vict., c. 25. Mention will also here be made of The Lancashire County (Lunatic Asylums and other Powers) Act, 1891.
23 & 24 Vict., c. 75. And special provisions of The Metropolitan Poor Act, 1867.
47 & 48 Vict., c. 64. The Army Act, 1881, and the Army Annual Acts, 1891 and 1894.
54 & 55 Vict., c. xx. The Naval Enlistment Act, 1884.

THE LUNACY ACTS, 1890 AND 1891.

30 & 31 Vict., c. 6. 44 & 45 Vict., c. 58. 54 & 55 Vict., c. 5. 57 & 58 Vict., c. 3. 47 & 48 Vict., c. 46. The former of these Acts repealed a number of Acts previously in force and consolidated their provisions with amendments; the latter amended it in some particulars.

Sec. 341. "Lunatic" is defined as "an idiot or person of unsound mind."

Where Patients may be detained under the Lunacy Acts.

Lunatics may be received and detained under those Acts in:—

(1) Institutions for lunatics, which are subdivided
  (*a*) Asylums.
  (*b*) Hospitals.
  (*c*) Licensed Houses.
(2) In workhouses.
(3) As single patients in houses not falling within any of the above classes.

Definition, Sec. 341.

I.—*Institutions for Lunatics.*

a. Asylums.

The word "Asylum" is used in the Acts in a restricted sense, being defined as "an asylum for lunatics provided by a county or borough, or by a union of counties or boroughs." When provided by a union of counties or boroughs it is called a "District Asylum."

Sec. 341.

Part IX. of the Act of 1890 prescribes the mode in which asylums are to be provided and governed, and confers the necessary powers.

Secs. 238-282.

Every administrative county, every county borough, and each of certain scheduled boroughs† is bound to provide asylum accommodation for its pauper lunatics, and may provide it for lunatics of the private class. The obligation is imposed on the "local authority," *i.e.*, the county or borough council, or, in the city of London, the common council. But the local authority is required to exercise its powers in this respect by a "visiting committee."

Secs. 238-240.

Sec. 239.

The constitution, mode of election, procedure, and officers of the visiting committee are prescribed by Secs. 167-176. It is elected by the local authority, or where two or more authorities unite for the purpose of maintaining a district asylum, members are elected by each. It occupies a position of considerable independence, having a free hand in ordinary administration and expenditure, and being subject to control by the local authority or authorities for whom it acts, only in certain matters of exceptional importance. In addition to the powers which it exercises as obligatory delegate of the local authority, many powers are conferred on it direct by the Acts. The management of an asylum, when provided, rests with the visiting committee; it makes general rules, and regulations for this purpose, appoints and dismisses, and fixes the salaries and pensions of the officers. Members of the committee are individually described as "Visitors."

Secs. 169-176. Sec. 275. Sec. 276. Secs. 280-282.

For the county of Lancashire a special Board has been established by the Lancashire County (Lunatic Asylums and other Powers) Act, 1891. This Board, called "The Lancashire Asylums Board," consists of representatives elected by the county council and the councils of the several county boroughs of Lancashire. It is under the obligation of providing asylum accommodation imposed on local authorities by the Lunacy Act, 1890, and is endowed with all the powers conferred on local authorities and visiting committees by part IX. of that Act; it is not bound to exercise its powers by a visiting committee, though it may appoint such a committee, and delegate to it such of its powers as it thinks fit; no act or proceeding of the Board or a visiting committee requires approval or confirmation by the county council (*see* Sec. 21 of the Act.) Reference to local authorities and visiting committees must therefore be understood with the necessary modifications in regard to Lancashire.

54 & 55 Vict., c. xx.

Accommodation for lunatics may be provided by the erection or acquisition of an asylum separately, or jointly with another county or borough, or by a "Reception Contract," *i.e.*, a contract made for the reception of the lunatics in the asylum of another county or borough, or in a licensed house, or in certain circumstances in a hospital.

Sec. 242. Secs. 243; 269. Sec. 269 (2) & L.A. 1891, Sec. 17.

A number of specific powers incidental to or necessary for the performance of the duties imposed are conferred upon local authorities or directly on visiting committees by Part IX of the Act. Among other things they are authorised to provide asylum accommodation for pauper and private patients together or in separate asylums, or for private patients in detached buildings or blocks of buildings, and may provide separate asylums for idiots or patients suffering from any particular class of mental disorder.

Secs. 241-255.

The expenses to be paid or contributed by a local authority for the purposes of the Act are to be paid out of the county or borough fund to the treasurer of the asylum.

Sec. 273.

Borrowing powers are given subject to the consent of the Local Government Board.

Sec. 274.

Land purchased by a visiting committee is to be conveyed to the council of the administrative county or to the municipal corporation of the borough for which the committee acts.

Sec. 264.

The following powers are reserved to local authorities— Sec. 239.

(1.) The local authority may direct which of the modes of providing asylum accommodation shall be adopted.

(2.) Plans, estimates and contracts agreed upon by the visiting committee are subject to approval by the local authority except (a) where the amount to be expended does not exceed an amount previously authorised by the local authority, and (b) where the amount involved does not exceed £400 in any one year.

254 (3) 258. 266 (1).

(3.) The council of a county borough may itself contract for the reception of the lunatics of the borough in an asylum.

Sec. 243.

The approval of a Secretary of State is required for:—

(1.) Agreements to unite in providing a district asylum or to vary or dissolve such agreements.

Secs. 242, 248. 250, 267

(2.) Reception contracts; and the determination of such contracts when made on behalf of the lunatics of a borough.

Secs. 243, 269.

(The Secretary of State may also himself determine a reception contract.)

(3.) Plans and contracts for the purchase of lands and buildings, and for the erection, restoration and enlargement of buildings.

Sec. 254 (2) & L. A. 1891, Sec. 16. Sec. 255.

(4.) Provision of burial grounds or burial accommodation.

Sec. 258.

(5.) Appropriation to other purposes of land not required.

Sec. 265.

(6.) General rules of asylums and alterations thereof.

Sec. 275.

* Sections referred to, unless otherwise stated, are sections of the Lunacy Act, 1890.

† See 4th Schedule and amendment in Schedule of Act of 1891.

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All agreements and plans requiring the Secretary of State's approval are to be submitted with estimates of the cost to the Commissioners in Lunacy who report thereon to him. The same practice is followed with regard to general rules.

Sec. 272.

Sec. 247.

A Secretary of State has also power, when a local authority has been reported to him by the Commissioners to be in default in supplying asylum accommodation, to require the local authority to provide such accommodation in such manner as he may direct. And when local authorities interested in a district asylum cannot agree as to approving a plan, estimate or contract requiring their approval, the Secretary of State can finally decide the matter.

Sec. 254 (4).

b. Hospitals.

Sec. 341.

Hospital is defined as "any hospital or part of a hospital or institution (not being an asylum) wherein lunatics are received and supported wholly or partly by voluntary contributions, or by any charitable bequest or gift, or by applying the excess of payments of some patients for or towards the support, provision or benefit of other patients."

This definition fully explains the nature of these institutions. Bethlehem and St. Luke's Hospitals in London are old foundations of the kind. Hospitals, as a rule, receive only private patients; those that can afford it are charged rates that leave a profit, while those who are poor are received at low rates or gratuitously.

Secs. 230-237.

Regulations as to hospitals are contained in ss. 230-237, providing for their registration by the Commissioners; the framing of regulations, which require the approval of the Secretary of State; the fixing of the number of patients to be received; the furnishing to the Commissioners of plans of buildings to be used for patients; and other matters. The Commissioners, if they think the regulations are not properly carried out, may so report to the Secretary of State, who may order the hospital reported on to be closed.

c. Licensed Houses.

These are institutions carried on for private profit. Most of them receive only private patients, but a few receive paupers.

Secs. 207-229.

Provisions with regard to them are contained in secs. 207-225.

Sec. 207.

Before the Lunacy Act, 1890, there was no restriction on the granting of licences for new houses, but by that Act the list was closed. Licences then in existence may be renewed from year to year, and other houses may be substituted for houses then licensed; but no increase can be made in the number for which the original or substituted house is to be licensed; and a licence once allowed to expire cannot be revived.

Sec. 208, 3rd Schedule.

The Commissioners are the licensing authority for places within their immediate jurisdiction, that is to say, "the cities of London and Westminster, the counties of London and Middlesex, and the following parishes and places: (that is to say) Barnes, Kew Green, Mortlake, Morton, Mitcham, and Wimbledon, in the county of Surrey; Southend, in the county of Kent; and East Ham, Leyton, Leytonstone, Low Leyton, Plaistow, West Ham, and Walthamstow, in the county of Essex; and also every other place, if any, within the distance of seven miles from any part of the cities of London or Westminster, or of the borough of Southwark." These houses are hereinafter referred to as "Metropolitan Licensed Houses." In other places the justices of every county and quarter-sessions borough are the authority to license houses within their county or borough. Such houses are hereinafter referred to as "Provincial Licensed Houses."

Sec. 221.

The Lord Chancellor has power under certain conditions to revoke a licence or to direct that it shall not be renewed.

Sec. 210.

Before a house is substituted for one previously visited by justices it must be visited and reported upon by one or more of the Commissioners; and no additions or alterations may be made to a licensed house without the previous consent in writing of the Commissioners, and, if the house is licensed by justices, of two visitors also.

Sec. 213.

Sec. 226.

The Commissioners with the sanction of a Secretary of State make regulations for the government of any licensed house.

II.—Workhouses.

A considerable number of harmless imbeciles are detained in workhouses.

In the administrative county of London, a Board of Managers known as the Metropolitan Asylums Board formed under the Metropolitan Poor Act, 1867, and consisting partly of representatives elected by the Boards of Guardians and partly of nominees of the Local Government Board, has provided establishments called "Metropolitan District Asylums," in which are placed paupers of the imbecile class who would ordinarily be kept in workhouses. They are included in the definition of "workhouse" in the Lunacy Act, 1890.

30 & 31 Vict., c. 6.

III.—Single Patients.

Any person may receive for payment one patient on a reception order; but not more than one can be received except with the approval of the Commissioners, on their being satisfied that it is desirable, under special circumstances, and for the interest of a patient, that another, or more than one other patient should reside in the same house. Such extra patients are to be received on the same terms and conditions as if they were single patients.

Sec. 46.

An independent medical practitioner is to be appointed to visit the patient at such intervals as the Commissioners direct, and, in default of any directions, once a fortnight. The Commissioners may also require him to pay a special visit at any time.

Secs. 43–45.

Admission of Lunatics under Care and Treatment.

Lunatics may be received and detained as such under the Lunacy Acts.

(1.) As the result of an Inquisition in Lunacy.
(2.) By authority of a Reception Order.
(3.) In a workhouse under a Detention Order.

Inquisition in Lunacy.

Parts III. and IV. of the Act of 1890 contain provisions as to inquisitions.

Secs. 90–148.

The procedure is, in practice, only resorted to in the case of wealthy persons. A judicial enquiry is held with or without a jury, and if the person upon whom it is held is found to be a lunatic, the court takes charge of him, appoints committees of his person and estate, and gives the necessary directions for his care, whether in an institution or in a private house. An order of a master in lunacy or of the committee of the person is sufficient warrant for his detention.

Sec. 12.

The Commissioners are not concerned with lunatics so found, who are under a separate jurisdiction; but they receive notice of their reception under care, and if placed in an institution, they would there be seen by the visiting commissioners.

Sec. 12.

Reception Orders.

Lunatics not so found, who form the vast majority of those under detention, may be admitted under care on the authority of reception orders. They are divided into two classes: private patients and pauper patients. Private patients are admitted on reception orders made on petition; pauper patients on summary reception orders. A lunatic may indeed be the subject of a summary reception order, though he is not a pauper, and one form of summary reception order is only applicable to those who are not paupers; but every lunatic received on a summary order is to be classed as a pauper patient until it is ascertained that he is entitled to be classed as a private patient. Transfers from one class to the other can be made after admission; and an order for reception of a patient as a pauper extends to authorise his detention though it afterwards appear that he is entitled to be classified as a private patient, and *vice versa*.

L. A. 1891, sec. 3.

Sec. 37.

Private Patients.

Reception Orders on Petition.

Secs. 4–10.

The petition is to be presented to a "Judicial Authority," an expression which includes a justice of the peace specially appointed at quarter sessions, or, in certain circumstances, by the Lord Chancellor, to exercise the powers of a judicial authority under the Lunacy Acts, a county court judge, a stipendiary magistrate, and a Metropolitan police magistrate. It must be accompanied by a signed statement of particulars and two certificates of registered medical practitioners on separate pieces of paper. The judicial authority (who may exercise his

Sec. 4 (1) 5 (2). Sec. 9 and definition of 'Magistrate' sec. 341. (Forms herewith A.) Sec. 4 (2). L. A. 1891, sec. 24 (1).

powers as such in a place outside his jurisdiction as a justice) may call for further evidence, and if he thinks fit may visit the alleged lunatic; he is to consider the petition
Sec. 36 (2) (3). and give his decision in private. The reception order, if made, may authorise the reception of a patient at any institution, or as a single patient. Unless suspended on the ground of the unfitness of the patient for removal, it must be acted on within seven clear days from its date.

It is left to the petitioner to make the necessary arrangements for executing the order, as no institution or person is bound to receive a private patient, or to provide the means for his removal to the place of detention.

Urgency Orders.

(Forms herewith B.)
Sec. 11. As a temporary expedient for a case not admitting of delay, an urgency order may be signed, which, with one medical certificate, will authorise detention for seven days, or, if a petition is pending, then until the petition is finally disposed of.

The following restrictions are placed on the making of petitions, urgency orders, reception orders on petition, and medical certificates in support of petitions and urgency orders.

Secs. 5, 11. The petitioner or maker of an urgency order must be of full age. He or she should, if possible, be the husband or wife or a relative of the patient; if this is not so, the petition or urgency order must state the reasons why it is not, and the connection with the alleged lunatic of the petitioner or maker of the order and the circumstances under which he acts. If the patient is to be sent to a hospital the petitioner must not be a member of the managing committee of such hospital.

Sec. 32 (3). The petitioner must have seen the alleged lunatic within fourteen days before presenting the petition, and
Secs. 5 (2), 11 (4). the maker of an urgency order must have seen the alleged lunatic within two days before signing the order.

Sec. 4 (1). A relative of the petitioner, or of the lunatic, or of the lunatic's husband or wife, is incapable of making a reception order.

Sec. 28 (2). The medical certificates must state the facts on which they are founded, and must distinguish facts observed by the certifier from facts communicated by others, and no order can be made on a certificate founded only on facts
Sec. 28 (3). communicated by others. The medical certificates accompanying an urgency order must state that it is expedient for the welfare of the patient or for the public safety that he should be forthwith placed under care and treatment, with the reasons for the statement. The
Sec. 29. examination on which a certificate is founded must have taken place not more than seven clear days before the presentation of the petition, or, in the case of an urgency order, than two clear days before the patient's reception. Each medical practitioner must examine the patient
Sec. 31. separately from the other. One of the medical certificates in support of a petition shall be given by the patient's usual medical attendant; where this is not practicable the reason shall be stated in writing by the petitioner to the judicial authority. The following persons are disqualified for giving certificates.

Sec. 30. (1) The petitioner or person signing the urgency order.

Sec. 32 (1) (*a*). (2) The manager of the institution to which the patient is to be sent or the person who is to receive him as a single patient.

Sec. 32 (1) (*b*). (3) A person interested in the payments on account of the patient.

Sec. 32 (1) (*c*). (4) Any regular medical attendant in the institution to which the patient is to be sent.

Secs. 30, 32 (1) (*d*). (5) The husband or wife, father or father-in-law, mother or mother-in-law, son or son-in-law, daughter or daughter-in-law, brother or brother-in-law, sister or sister-in-law, partner or assistant to any of the foregoing persons.

Sec. 32 (2). (6) One who stands in any of the relations last mentioned except that of husband or wife to the other certifier.

Sec. 32 (3.) (7) A member of the Managing Committee of the hospital to which the patient is to be sent.

Sec. 33. (8) Where the patient is to be sent to a hospital or licensed house, a Commissioner in Lunacy or visitor, unless he has been directed to visit the patient by the judicial authority, the Lord Chancellor, a Secretary of State, or the Committee appointed by a judge in lunacy.

Pauper Patients. *Lionel L. Shadwell, Esq.*

Summary Reception Order.

6 Mar. 1905.

"Pauper" is defined as a "person wholly or partly chargeable to a union, county, or borough." Further light is thrown on the meaning of "chargeable" in this Secs. 13–22.
definition by s. 18, which requires a justice before making Sec. 341.
an order for admission of a pauper lunatic to be satisfied Sec. 18.
that the alleged pauper "is either in receipt of relief or in such circumstances as to require relief for his proper care."

The following is the procedure with regard to summary reception orders, *i.e.*, reception orders made otherwise Definition, sec. 19 (1).
than on petition.

(*a*) Lunatics not being paupers and not wandering Sec. 13, and
at large, who are not under proper care and control, L. A. 1891.
or are cruelly treated or neglected by a relative or sec. 24 (1).
other person having the care or charge of them. (Forms herewith C.)

Any constable, relieving officer, or overseer having knowledge of such a case within his district is bound within three days to give sworn information to a justice who is a judicial authority, and any other person may take similar action. The judicial authority is thereupon to call in two medical practitioners to examine the alleged lunatic and certify as to his mental state and may himself visit the alleged lunatic, and is then to proceed as upon a petition.

(*b*) Pauper lunatics.

A relieving officer (or where there is none an overSec. 14.
seer) having knowledge that a pauper resident in his district is deemed to be a lunatic, is to give notice within (Forms herethree days to a justice having jurisdiction where the with D.)
pauper resides.

(*c*) Wandering lunatics.

A constable, relieving officer, or overseer having know- Sec. 15.
ledge that a person, whether a pauper or not, wandering at large within his district is deemed to be a lunatic is to apprehend and take him or cause him to be taken before a justice having jurisdiction in the place where he is wandering; or a justice on sworn information by any person may order a wandering lunatic to be apprehended and brought before him or another justice having jurisdiction in the place.

The justice dealing with pauper or wandering lunatics Sec. 17.
may visit them instead of having them brought before him; he is required to call in one medical practitioner Sec. 1.
to examine and certify, and may then make an order for the lunatic to be sent to an institution.

The certifying doctors must have seen the patient not more than seven days before the order was made. In other respects the regulations and restrictions imposed as to the conditions under which the persons by whom certificates in support of petitions may be signed apply also in the case of certificates on which summary reception orders are made, except those based on the relationship or other connection of the certifiers to the petitioner or to one another and the requirement that the usual medical attendant should give a certificate.

The constable, relieving officer, or overseer may, if Secs. 19–21.
necessary, place an alleged lunatic in the workhouse pending application for a summary reception order, and the justice has power to order his temporary detention for a fortnight, pending his decision or the execution of the reception order; or a medical practitioner may certify that the patient is unfit for removal, in which case the reception order is suspended until a certificate of fitness is given.

The duty of removing the patient to the institution Secs. 15, 16.
named in the order rests upon the constable, relieving officer, or overseer, who took action in the case, or, except in the case of a pauper not wandering at large, the justice may name any constable to perform the duty.

The Lord Chancellor, if it appears to him necessary L. A. 1891,
for the due administration of the Lunacy Acts in any sec. 25.
union, may empower the Chairman of the Board of Guardians to sign orders for the reception of pauper lunatics.

Two or more Commissioners in Lunacy may make orders having the effect of summary reception orders Sec. 23.
(1) in the case of a pauper not in an institution or workhouse, after visiting the pauper and obtaining a certificate from a medical practitioner called in by them, and
(2) in the case of a pauper in a workhouse visited by them. Sec. 60.
In the latter case the order is subject to appeal to a Secretary of State. These powers have very seldom been exercised.

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Sec. 27. A summary reception order may authorise the patient's reception in any institution; but a lunatic cannot be received thereunder except in the asylum of the county or borough from which he is sent, if there be one, unless there be (and the order so state) deficiency of room or some special circumstances why he cannot conveniently be sent there. If sent to an asylum not belonging to the county or borough in which the place from which he was sent or the parish in which he is adjudged to be settled is situate he cannot, except under a reception contract, be received unless the order is endorsed by two visitors of the asylum. If sent to a hospital or licensed house the manager is not bound to receive him in the absence of a reception contract.

Amendment of Reception Orders and Certificates.

Rule 8. Notice of the admission of a patient is to be sent with copies of the reception order, petition, certificates, and statement of particulars to the Commissioners in the case of a private patient within one clear day and in the case of a pauper after the second, and before the end of the

Sec. 34. seventh clear day. An order or certificate if incorrect or defective may with the consent of the Commissioners (and, in the case of a private patient, of the Judicial Authority) be amended by the person who signed it within fourteen days of the patient's reception. The Commissioners may direct the amendment of a certificate which they deem incorrect or defective, and if it is not amended to their satisfaction within fourteen days after the reception may order the patient to be discharged.

L. A. 1891, Sec. 24 (3). A reception order on petition or under Section 13 by a justice who is not a judicial authority is not invalid on that ground, if within fourteen days from its date it is approved and signed by a judicial authority.

Right of Private Patient to be examined by a Judicial Authority.

Sec. 8. If the reception order for a private patient does not state that the judicial authority saw him before making the order, the patient has a right to be seen by another judicial authority, and notice of his right is to be given him within twenty-four hours of reception, unless a certificate be given as required by the Act that the exercise of the right would be prejudicial to him. The judicial authority who visits is to send a report to the Commissioners who are to take the necessary steps to give effect thereto.

Duration of Reception Orders.

Sec. 38. Every reception order requires to be continued at the

L. A. 1891, Sec. 7. end of the first, second, fourth, seventh and twelfth years from its date, and of every fifth year thereafter, by the medical officer of the institution, or in the case of a single patient the medical attendant sending to the Commissioners not more than a month nor less than a week before those dates respectively a report on the patient's mental and bodily state, and a certificate of his continuing insanity and fitness for detention. If such report and certificate are not sent the order expires at the end of the year in respect of which default is made; if they are sent the Commissioners consider their sufficiency and if necessary are to make further enquiries. If dissatisfied with the results they may order the patient's discharge if detained elsewhere than in an asylum and if in an asylum they are to send the report and information to the asylum committee to deal with.

Care and Treatment of Persons Detained under Reception Orders.

Sec. 39-89. The provisions under this head in Part II of the Act, contain in addition to the matters which have been or will be specifically mentioned, regulations as to mechanical restraint, letters of patients, visits of friends, the appointment of substitutes for petitioners, diet of pauper patients in hospitals and licensed houses, temporary leave of absence of patients on trial or for health, transfer from one institution to another or into single care, or from single care into an institution or into the single care of another person, and notice to coroners on the death of patients.

Boarding-out Pauper Patients.

Sec. 26. The Visiting Committee of an Asylum may, with the consent, and subject to regulations by the Local Government Board and the Commissioners, arrange with the Guardians of any Union for the reception in their workhouse from the asylum of chronic lunatics who are not dangerous and are suitable for workhouse treatment. Such lunatics continue for the purpose of the Act as patients on the books of the asylum.

Sec. 57. The visiting committee may on the application of a relative or friend of a patient with the approval of the guardians of the union or local authority to which the patient is chargeable, and in certain conditions of a justice also, deliver the patient over to a relative or friend; and the guardians are to allow for his maintenance such sum not exceeding the asylum rate as the visiting committee recommend. For the purpose of entitling the Guardians to the 4s. grant under the Local Government Act, 1888, Section 24, the lunatic is to be deemed to be maintained Sec. 63. in the asylum. He may be recalled to the asylum at any time by two visitors.

Discharge of patients from Detention under Reception Order.

General power of discharge of patients whether recovered or not.

Sec. 72. 1. Private patients may be discharged by the petitioner or person substituted for the petitioner under Section 48, or, if such petitioner is dead or incapable, by the person who made the last payment on the patient's account, or the patient's husband or wife, father, mother, or one of his nearest of kin successively, or if there is no person qualified, or no persons able or willing to act, then by the Commissioners.

Sec. 73. (2.) Pauper patients in a hospital or licensed house may be discharged by the authority liable for their maintenance.

Sec. 74. In the above two cases the power of discharge is subject to the restriction that if the medical officer of the institution or in the case of a single patient the medical attendant certifies that the patient is dangerous and unfit to be discharged, giving ground for so finding, the patient is not to be discharged without the consent in writing of two visitors of the asylum, or the Commissioners visiting the hospital or licensed house, or the visitors of the licensed house or, in the case of a single patient, one Commissioner.

Sec. 77. (3.) Any patient in an asylum, private or pauper, may be discharged.

(*a*) By three visitors.

(*b.*) By two visitors with the advice in writing of the medical officer.

Special Powers of Discharge.

Sec. 79. A pauper patient in an asylum may be discharged by two visitors on the undertaking of a relative or friend that he shall be no longer chargeable, and shall be properly looked after.

Two cases have been mentioned in which the Commissioners may order a patient to be discharged, viz.: under Section 34 when an incorrect or defective certificate is not duly amended, and under Section 36 when the continuation report and certificate are insufficient.

Secs. 39, 75. They may order the discharge of a private patient, if as the result of visitation under Section 39, or of a visit paid by two of their number to a patient detained in a hospital or licensed house, or as a single patient they think he is detained without sufficient cause.

Sec 49. They may order the discharge of any patient if two medical practitioners after visits paid by their order in accordance with Section 49 report that he may without risk or injury to himself or the public be discharged.

Sec. 78. Two visitors after two visits paid in accordance with Section 78 to a house licensed by justices may order the discharge of any patient who appears to them to be detained without sufficient cause.

Discharge on Recovery.

Sec. 83. The manager of a hospital or licensed house or person having charge of a single patient is to discharge the patient on recovery after the expiration of a seven days' notice to the petitioner or person who made the last payment, or in the case of a pauper to the Guardians, to remove the patient within that period.

Voluntary Boarders in Hospitals and Licensed Houses.

Sec. 229. The Act of 1890 authorises the reception in licensed houses with the consent of two Commissioners, or, in the case of a house licensed by justices with the consent of two visitors, of persons desirous of voluntarily submitting

to treatment, and imposes regulations with regard to such boarders. The consent is to be given for a definite time, which may, however, be extended; and the boarder may leave at any time after the expiration of twenty-four hours' notice given by him to the manager. There are no provisions in the Act with regard to voluntary boarders in hospitals. The Act of 1891, however, requires notice to be given to the Commissioners within twenty-four hours of the reception of a boarder into a licensed house not within their immediate jurisdiction or into a hospital. It also empowers the Commissioners if, after enquiry they are of opinion that the mental state of a boarder is such as to render him unfit to remain as a boarder, to order the manager of a licensed house or hospital to remove him or take steps to obtain an order for his reception as a patient.

L. A. 1891, Sec. 20.

Orders for Detention in Workhouses.

No person is allowed to remain in a workhouse as a lunatic except under the provision of the Lunacy Acts. Besides the power of detaining lunatics in workhouses as a temporary measure pending the making of a summary reception order or removal thereunder, or when boarded out from asylums, power of permanent detention is also conferred.

Sec. 24 (1).

The power is exercised in two ways:—

(1.) On the certificate of the medical officer of a workhouse that an inmate is a lunatic (with grounds for the opinion) and is a proper person to be allowed to remain in the workhouse as a lunatic, and that the accommodation is sufficient for his proper care and treatment separate from the other inmates, unless he thinks such separation unnecessary, the lunatic may be detained for fourteen days. Upon application by the relieving officer supported by such certificate and another made by an outside practitioner, a justice may make an order for detention.

Sec. 24.

Schedule 8, Form II., Sec. 25.

(2.) On the discharge of a pauper lunatic from an institution, if the medical officer thereof certifies that he has not recovered and is a proper case for detention in a workhouse as a lunatic, and the medical officer of the workhouse certifies as to the accommodation as above, the lunatic may be permanently detained in the workhouse without further order.

Discharge.

Sec. 81.

The guardians may order the discharge of any lunatic detained in a workhouse of their union.

Detention in Metropolitan District Asylums.

Sec. 341.

These, as has been said, are workhouses for the purposes of the Lunacy Acts. In applying to them the provisions of the Acts, the following modifications are made. The managers are to exercise the powers and perform the duties conferred and imposed upon the guardians of the union to which a workhouse belongs; notices directed to be given to and proceedings to be taken by a relieving officer are to be given to and taken by an officer appointed by the managers; no certificate of sufficiency of accommodation is required; and upon the transfer from a workhouse of a lunatic with regard to whom a certificate or order under Section 24 of the Act of 1820 is in force, no further certificate or order is required for his detention in the asylum.

L. A. 1891, Sec. 4.

Visitation.

Lunatics so found.

Secs. 163–168.

Two medical practitioners and one barrister appointed by the Lord Chancellor as "Chancery Visitors" are jointly with the masters visitors of lunatics so found.

Secs. 183, 185.

The Chancery Visitors are to visit when required by rules in lunacy or by the special direction of a Judge in Lunacy, but every lunatic so found must be visited twice at least in the year by one Chancery Visitor at intervals of not more than eight months between any two successive visits. Their reports are forwarded to the Lord Chancellor.

Institutions.

Two or more Commissioners in Lunacy (one being a medical and one a legal Commissioner) are required to visit:—

Secs. 187 (1), 191 (4).

Asylums and Hospitals once a year.

Sec. 191 (2) (*a*)

Metropolitan Licensed Houses four times a year.

Sec. 191 (3).

Provincial Licensed Houses twice a year.

One or more of the Commissioners are required to visit Metropolitan Licensed Houses twice a year in addition.

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Any one or more of the Commissioners may at any time visit any institution, and in practice hospitals are always visited twice and Metropolitan Licensed Houses generally eight times a year.

Sec. 191 (2) (*b*)

Two or more members of the visiting committee of an asylum are to visit every part of it together once in every two months; and when the lunatics of a borough are received under contract in a county asylum, they are to be visited by two or more members of the borough visiting committee once at least in every six months.

187 (2). 191 (1). Sec. 188. Sec. 189.

Provincial licensed houses are to be visited four times a year by not less than two of the visitors of licensed houses (*i.e.*, justices and medical practitioners appointed at quarter session of every county and borough) one of whom is to be a medical visitor, and twice a year by one or more of the visitors. One or more visitors may also visit at any time.

Sec. 193.

Guardians or a medical practitioner appointed by them may visit any pauper lunatic of their union confined in any institution, unless in any case the medical officer at the institution certifies that a visit would be injurious to the lunatic.

Sec. 201.

Workhouses.

One or more of the Commissioners are to visit every workhouse containing lunatics as often as may be directed by a resolution of the Commissioners. The resolutions at present in force require certain workhouses (including the Metropolitan District Asylums) to be visited annually, and the rest once in three years.

Sec. 203.

Single Patients.

Single patients are to be visited by one or more of the Commissioners once a year at least, or oftener on the direction of the Commissioners. The present practice is that many are visited twice a year.

Secs. 198, 199 (1).

The Commissioners when they visit an institution or workhouse see all the patients in residence, and as regards the class of patients whom they have power to discharge, take pains to satisfy themselves at each visit of the propriety of their continued detention.

Special Visits.

Special visits may also be directed by the Lord Chancellor, a Secretary of State, or the Commissioners, to be paid by Commissioners or others to patients in institutions, workhouses, or single care, and to persons alleged to be improperly detained as lunatics in unlicensed houses.

Secs. 204, 205.

Expenses of Pauper Lunatics.

Secs. 283–298.

While the cost of providing asylum accommodation falls upon the local authorities, the maintenance of pauper patients is paid for by the unions to which they are respectively chargeable. A pauper patient is *prima facie* chargeable to the union from which he was sent on his reception order. The union so charged can apply to have the settlement adjudged by two justices having jurisdiction in the place where the institution is situate. If the settlement cannot be ascertained, the justices may order the local authority of the area within which the patient was found to pay the cost of his maintenance. Such local authority may at any time on further evidence procure the lunatic to be adjudged to be settled in any union.

Sec. 18.

Secs. 288–290.

Where a reception contract has been made by a visiting committee, such portion not exceeding one-fourth of the weekly charge agreed to be paid as in the opinion of the visiting committee represents the charge for accommodation, is to be paid by the local authority for whom the committee acts.

Sec. 269 (9).

The local authority is also required by Section 24 (2) (f) of the Local Government Act, 1888, to pay to the guardians of unions within its area an allowwance of 4s. a week for every pauper lunatic maintained by them in an institution, the net charge for whose maintenance, falling on the rates after deducting any amount received on account thereof from other sources, is 4s. a week or upwards.

51 & 52 Vict., c. 41.

Property of Lunatics.

Section 116, which enables the property of a lunatic to be administered without an inquisition, is applicable

Sec. 116 (c).

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to, amongst other persons, every person lawfully detained as a lunatic, though not so found by inquisition.

Sec. 100. The Commissioners are authorised to inquire as to the property of any such person, and, if they find that it is not duly protected or that the income thereof is not duly applied for his benefit, they may so report to the Lord Chancellor, and their report is deemed to be an application supported by evidence upon which an inquisition, or administration under Section 116, may be ordered. This course is followed when no relation or other person is willing to take proceedings.

Sec. 132. Where the property of a lunatic detained under reception order is under £200, and no relative or friend is willing to undertake its management, a county court judge may authorise the clerk of the Guardians or the relieving officer to take and realise the property with the powers of a personal representative of the lunatic if he were dead, and give directions for applying the property for the lunatic's benefit, or in reimbursing the guardians for costs incurred on his account.

Sec. 300. A county court judge may also make an order enforceable against a lunatic's property for payment of expenses incurred by guardians under the Lunacy Acts in relation to the lunatic.

Sec. 299. A justice of the peace on information that a pauper lunatic has property more than sufficient to maintain his family, may order a relieving officer of the union, or officer of the local authority to which he is chargeable, to seize so much of the personal property and receive so much of the rents as may be required to pay for the lunatic's maintenance and incidental expenses. Trustees, banks, and others may hand over such property and rents without an order.

Gratuitous Detention of Lunatics.

Sec. 315. It is a misdemeanour, and also an offence for which a penalty may be inflicted, to take charge of, receive to board and lodge, or detain a lunatic in an unlicensed house for payment, except under the provisions of the Lunacy Acts. But gratuitous reception and detention of a lunatic (*e.g.*, by relations or friends or out of charity)

Sec. 206. is not prohibited. In the case of such gratuitous detention, however, the Commissioners may require reports to be sent to them as to the patient's mental and bodily condition and property, may visit him and may exercise all the powers (except that of discharge) given to them with regard to patients in institutions or in single care. The Lord Chancellor may on reports sent to him by the Commissioners order the discharge of the patient from custody or his transfer into other custody, and may direct the expenses of carrying out his order to be paid by the guardians of the union where the patient is found.

Penalties, Misdemeanours, and Proceedings.

Secs. 315-332. Provision for the punishment of offences against the Acts are contained in Part XI. of the Act of 1890.

Rules.

Sec. 338. The Commissioners, with the approval of the Lord Chancellor, are empowered to make rules prescribing the books to be kept in institutions and houses for single patients, the entries to be made therein, the returns, reports, extracts, copies, statements, notices, plans, documents, and information to be sent to the Commissioners or others, and the persons by whom, and times and manner in which such entries, returns, etc., are to be made and sent, and prescribing forms to be used.

Rules, 1893. Rules have been made under this power.

Regulation as to Mechanical Restraint. The Commissioners have also made a regulation under s. 40 with regard to the use of mechanical means of bodily restraint.

CRIMINAL LUNATICS.

23 & 24 Vict., c. 75. *The Criminal Lunatics Act*, 1860, provides for the establishment and regulation of criminal lunatic asylums under the control of the Home Office, and authorises a Secretary of State by warrant under his hand to direct the removal thither of persons ordered to be detained during pleasure, persons whom the Secretary of State might direct to be removed to a lunatic asylum under any Act of Parliament, and persons found insane while under sentence of penal servitude.

Secs. 14, 15. Two or more of the Commissioners (one being a medical and one a legal Commissioner) are required to visit every criminal lunatic asylum once a year, and at other times when directed by a Secretary of State, and to send a report to the Home Office.

The Criminal Lunatics Act, 1884. 47 & 48 Vict. c. 64.

In this Act "Criminal Lunatic" means:— Sec. 16.

(*a.*) Any person for whose safe custody during Her Majesty's pleasure Her Majesty or the Admiralty is authorised to give order; and (*b.*) Any prisoner whom the Secretary of State or the Admiralty has in pursuance of any Act of Parliament directed to be removed to an asylum or other place for the reception of insane persons.

"Asylum" means an asylum or hospital under the Lunacy Acts, and a criminal lunatic asylum. But a hospital is not obliged to receive criminal lunatics.

A prisoner may be removed to an asylum by warrant of a Secretary of State if not under sentence of death on a certificate of insanity by two members of the Prison Visiting Committee (or certain other officials) and two medical practitioners called in by them; and if under sentence of death, on a certificate of insanity of two or more medical practitioners called in by the Secretary of State or of the majority of them. Sec. 2.

When a criminal lunatic is certified by two medical practitioners to be sane, he may (unless he is a person as to whom a verdict has been returned of guilty, but insane at the time of committing the offence charged be remitted to prison by warrant of the Secretary of State. Sec. 3.

By like warrant a criminal lunatic may be transferred from one asylum to another, or discharged either absolutely or conditionally, and retaken on breach of condition or revocation of conditional discharge. Sec. 5.

When a criminal lunatic in an asylum or prison is about to be absolutely discharged or his sentence is about to expire, a justice having jurisdiction where the asylum is situate or being a member of the visiting committee of the prison may make an order, which will take effect on the discharge or expiration of sentence within one month from the order, for his detention as a pauper lunatic, which order has the same effect as a summary reception order for a lunatic wandering at large in the union to which he is *prima facie* chargeable. He is to be deemed *prima facie* chargeable to the union within which he resided when the offence charged against him was alleged to have been committed, or if that is unknown, the union within which the crime was alleged to have been committed; and there are special rules for determining his *prima facie* chargeability where the crime was alleged to have been committed out of the United Kingdom or by a soldier or sailor of the Royal Navy or the wife or infant son of a soldier or sailor. Sec. (Forms here-with E.) Sec. 8.

After admission an ex-criminal patient is on the same footing as any pauper patient detained under the Lunacy Acts or a reception order.

If a criminal or ex-criminal is not certified as fit to go to an ordinary asylum, the visiting committee are not bound to receive him; but if they refuse to receive an ex-criminal they are liable for the expenses of the removal to another asylum and of his maintenance there. Sec. 9.

The expenses incurred in relation to criminal lunatics are to be paid out of moneys provided by Parliament; and the Treasury may contribute towards the maintenance of a criminal lunatic absolutely discharged before the expiration of his sentence or conditionally discharged until the expiration of his sentence or as long as he continues subject to any conditions of discharge. Sec. 10.

IDIOTS AND IMBECILES.

The Idiots Act, 1886.

This Act provides a simpler procedure for placing under care idiots and imbeciles from birth or from an early age in hospitals, institutions, or licensed houses registered under the Act. It is primarily intended for infants under the age of twenty-one years; but patients may be received after full age, and, if received under age, may with the written consent of the Commissioners be retained after full age. The Commissioners may at any time order the discharge of a patient retained with their consent after full age. 49 & 50 Vict., c. 26. Sec. 4. Sec. 5. Sec. 6.

The Commissioners are authorised to register hospitals, institutions, and licensed houses for the purpose of the Act. Secs. 7, 8.

"Hospital" and "Institution" are defined as:— Sec. 17.

"Any hospital or institution or part of a hospital or institution (not being an asylum for lunatics) wherein idiots and imbeciles are received and supported wholly or partly by voluntary contributions, or by any charitable bequest or gift, or by applying

the excess of payments of some patients for or towards the support provision or benefit of other patients."

and "Licensed Houses" as :—

"Any house licensed by the Commissioners in Lunacy or by the justices of any county or borough for the reception, care, education and training of idiots and imbeciles."

Sec. 11. These establishments are freed from the provisions of the Lunacy Act relating to registration, regulation, orders, certificates, reports, care, treatment, visitation, and books

Sec. 13. to be kept. A medical journal must, however, be kept in such form as is prescribed by the Commissioners.

Sec. 4. The authority for admission consists of a certificate by a medical practitioner and a statement of particulars by the parent or guardian or person undertaking or performing the duties of a parent or guardian by whom the child is sent. Forms of certificate and statement are given in the schedule.

Secs. 9, 10. Notices of admission, discharge, and death are to be sent

Sec. 12. to the Commissioners, who are also to visit at least once a year.

Sec. 15. The 4s. grant under Section 24 (2) (f) of the Local Government Act, 1888, is to be allowed to guardians in respect of pauper patients under this Act as if they were lunatics.

It is to be observed that while the definition of "Lunatic" in the Lunacy Act, 1890, is "an idiot or person of unsound mind," the definitions in the Idiot Act of "idiots or imbeciles" on the one hand and "lunatics" on the other are mutually exclusive.

Sec 17. "'Idiots' or 'Imbeciles' do not include lunatics. 'Lunatic' does not mean or include idiot or imbecile."

The Act does not appear to do more than provide an alternative mode of dealing with a portion of those who fall within the wide definition of "lunatic" in the Lunacy Act.

Lunatic Soldiers and Sailors.

4 & 45 Vict., c. 58. 54 & 55 Vict., c. 5. 57 & 58 Vict., c. 3. By Section 91 of the Army Act, 1881, as amended by the Army (Annual) Act, 1891, Section 5, and the Army (Annual) Act 1894, Section 5, a Secretary of State may cause a lunatic soldier on his discharge to be sent to the workhouse of the union to which he appears by his attestation paper or other available evidence to be chargeable, or, if dangerous, direct to an institution for lunatics to which paupers could be sent from such workhouse. The order of the Secretary of State has the same effect as a summary reception order. Consequently the patient after admission to the Institution is in the same position as any pauper patient received under the Lunacy Acts.

47 & 48 Vict., c. 46. By Section 3 of the Naval Enlistment Act, 1884, this section is applied with the necessary modifications to persons in the naval service of the Crown.

Naval and Military Hospitals.

A lunatic hospital for officers and men of the Royal Navy is maintained at Yarmouth, and a similar hospital for officers and men of the Army at Netley. These are under the control of the Admiralty and War Office respectively. The Commissioners visit each annually by request of the respective Departments, to which they forward reports of their visits; but they are in no other way concerned with these hospitals, nor have they any information as to the formalities required for the reception and detention of patients therein.

1491. (*Mr. Dickinson.*) With regard to the lunatics in the workhouses, a lunatic can be detained in the workhouse, I see, according to your statement, *vide p.* 85, *col.* 1. *ante.* Are those lunatics inspected by the Commissioners ?—Yes.

1492. They are only lunatics, as a rule, who are detained for a short time ?—No, they are permanently detained—those that I refer to on there.

1493. For what reason are they permanently detained in the workhouses ?—They are generally cases of harmless lunatics who are suitable for that sort of treatment. It does not remove them from their own locality; they have their friends about them, and they do, generally, a certain amount of useful work for the workhouses. It is thought that they would be happier and more comfortable there than in the asylums.

1494. Do they get the same grant as lunatics in an asylum ?—No.

1495. Then it is to the advantage of the guardians to send their lunatics to the asylums ?—That is so, in that respect. *Lionel L. Shadwell, Esq.* 6 Mar. 1905.

1496. Do you know at all whether as a fact that tendency has operated ?—We think that it does, in some cases.

1497. Operated towards sending old chronic imbeciles into the asylums ?—Yes, who would be better in the workhouses.

1498. You think they would be better in the workhouses ?—That is the view we take.

1499. Or, I suppose, better in some other place altogether, than the workhouse or the asylum. Would it not be better to have some distinctive kind of provision for the harmless old lunatic ?—I think they are as well in the workhouses as they would be anywhere. In large London workhouses there is a separate arrangement; the metropolitan asylums.

1500. The Metropolitan Asylums Board do not take the old age imbeciles, do they ?—Yes.

1501. I think they are sent to the county asylums ?—Some of them go to the county asylums, undoubtedly; but they can go to the metropolitan district asylums, also. A great number of them are there, a very large number in the metropolitan district asylums. I may tell you that under the Lunacy Act these metropolitan district asylums are classed as workhouses.

1502. But when they go there, I do not think they get their 4s. ?—No.

1503. Therefore the tendency in London is to send the lunatics to the asylum ?—It would be so, if it were not for the fact that the London asylums are very full. There is a difficulty in getting them in.

1504. But I believe it is a fact we have had a large number of that kind of persons who really ought not to be there ?—Yes, I believe that is so everywhere.

1505. On paragraph 3, with regard to single patients, can anyone get a license to keep a lunatic under these provisions ?—No license is required for one patient. Anybody can take a single patient.

1506. And treat them as they like, practically ?—Of course they must get a reception order. They cannot do it without that.

1507. But I thought we had already heard that there were a not inconsiderable number of persons who were kept in private houses, over whom the Commissioners have no control ?—Oh no; not legally.

1508. Where, at any rate, persons who have not been certified are ?—Unless they are in their own homes or kept otherwise than for money, that would be illegal. You may have your own relation in your own house, and he is not bound to be certified, although insane, so long as you receive no money for taking charge of him.

1509. Surely there are persons who receive weak-minded persons for payment ?—That depends what is meant by weak-minded; that begs the whole question.

1510. How would you define that ?—I am not dealing with persons who are certified lunatics. There are numbers of persons who are insane, who are kept by private people ?—The question would arise in that case, supposing the person to be kept for payment, is he certifiably insane or not; if he is, that keeping is illegal.

1511. Is it the business of the Lunacy Commissioners to find that out ?—The Lunacy Commissioners, if any evidence comes before them of any case of that kind, would make enquiries, and if they thought there was a breach of the law, they would consider whether they would prosecute; they do prosecute in cases of that kind.

1512. Those must be cases in which, if the justice was asked to certify, he would certify ?—It is the doctor who certifies; the justice would make the order.

1513. Yes. Of course that would not apply to there cases which we are dealing with, of persons who are *ex hypothesi* not certifiable ?—No.

1514. Those persons can be maintained and kept in private houses without any inspection ?—Yes.

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1515. Of course they would have no legal power of detention, but practically they do detain them, do they not?—Yes, they do, I have no doubt.

1516. Then you deal with the reception orders. The method of obtaining a reception order for a pauper differs from that for obtaining one for an ordinary person who has friends who can pay for him?—Yes.

1517. Is that any advantage, in your opinion? What is the difference, first of all?—There is the ordinary case of a paying patient, or a private patient, as we call them. A petition must be presented to a "Judicial Authority," *i.e.*, a county court judge or a stipendary or metropolitan police magistrate, or a justice specially appointed at quarter sessions to deal with those cases. That must be accompanied by two medical certificates, and upon that the Justice can make the order either to send the patient to an institution, or as a single patient into a private house. But in the other class of cases, what are called summary reception orders, some of which may be used in the case of persons who are not paupers, there is no petition. The ordinary pauper is dealt with by the relieving officer bringing the case before an ordinary magistrate, who is then required to see the patient and to call in a medical practitioner, and if he makes a certificate that the person is insane, and a proper case to be detained, the magistrate can then make the order sending him to an asylum.

1518. When you say an ordinary magistrate, in what way does the magistrate differ in the two cases? It is the same individual?—Certain magistrates are selected by the Quarter Sessions, specially appointed under the Act.

1519. But they must be magistrates?—Yes. In the case of an ordinary pauper any magistrate can make the order, it need not be one of those specially appointed ones.

1520. Can a police magistrate make an order?—Yes, a police magistrate has the power. He is in the same position as a specially appointed magistrate. He is what is called a Judicial Authority under the Act; therefore he can make an order in any case.

1521. Do you think that that system on which any magistrate can make the order is a good one? Before the magistrate is called upon to make an order there has to be a certificate by a medical man?—Yes.

1522. In one case a certificate by two medical men?—Yes.

1523. In the other by one only?—Yes.

1524. Do you see any reason for that distinction?—No doubt the reason is this, that there is no inducement in the case of a pauper patient to find that he is insane if he is not, but there may be an inducement in the case of a patient who has property. His friends may desire to put him out of the way to get control of his property. That is no doubt the reason why special precautions are taken in the case of private patients.

1525. Those special precautions being that two doctors have to certify after separate examination?—Yes.

1526. The pauper has only one doctor, upon his own opinion. Is one doctor sufficient even in the case of a pauper do you think?—I should say it was. I do not think we have many cases of persons put into asylums who are not insane. There is no object in doing it in the case of a pauper.

1527. With regard to the magistrates, the magistrates themselves have very little knowledge of the particular case?—No.

1528. I suppose in most cases they rely on the medical certificate?—I have no doubt they do.

1529. They are not bound to see the patient, are they?—In the case of a pauper they are.

1530. But not in the case of others?—No, then there are special provisions for the patient being seen afterwards in the case of a private patient.

1531. That is to say, seen by the Commissioners?—No, a private patient can require to be seen by a judicial authority.

1532. If he wishes it?—Yes.

1533. How soon after a private patient enters a private asylum do the Commissioners see him?—That depends entirely All private asylums, *i.e.*, hospitals and licensed houses, are visited twice in the year. That will give you some indication. But the Metropolitan licensed houses, those in and near London, are visited by the Commissioners all of them six times a year and some eight.

1534. Have you got the form of the certificate?—For private patients?

1535. Have you got both of them?—Yes, that is the form. That has got the Order and the Petition and the statement of particulars and both the certificates.

1536. (*Chairman.*) Perhaps you will put that in?—Yes. (*The witness handed in the form, and he also handed in further forms. Vide Appendix papers, pp.* 654-678, *post.*)

1537. (*Mr. Dickinson.*) The medical certificate says he has personally examined the said ——— and come to the conclusion that he is ———, and he can fill in, "a lunatic, an idiot, or person of unsound mind."

1538. And a proper person to be taken charge of and detained under care and treatment?—Yes.

1539. Would the term, "or a person of unsound mind" be sufficient to embrace the class of persons we are considering?—No. I understand the class of persons you are considering is a class of persons who are not certifiable.

1540. Yes. I am anxious to get from you what kind of certificate would be required to embrace that class of person. The wording, "person of unsound mind" is very broad wording. Have the Commissioners ever tried to define it for themselves?—I do not think there is any possible way of defining it; it really depends on the certifying doctor in every case—what limit he places upon those words.

1541. Of course the certifying doctor does certify an old person who has become "dotty," so to speak?—Yes, they do very often. A doctor would hardly certify an old person living in his own house and well taken care of there. It is, "a proper person to be taken charge of and detained under care and treatment." It is not the rule to certify a man who is only suffering from the imbecility of old age and is living in his own house, or with his friends, or is properly cared for in that way, but if he becomes difficult to manage, then it becomes a case for dealing with him under the Lunacy Acts.

1542. Take the case we have been speaking of this morning, of a woman who, from mental deficiency, is quite unable to protect herself against a man, would it be possible to bring her within that category?—It would be for a doctor to say. There are very difficult cases of that kind just on the border line. It is difficult to know which side of the border line they are.

1543. Do you find some doctors certify in a very much more broad way than others?—I think there is probably a good deal of difference. It is sometimes very difficult now to get patients certified who, as far as we are concerned, we think certainly ought to be. We have had cases of that kind.

1544. You know the cases of those children that we have in London, one doctor will certify as being non-educable, and another doctor will not certify as being imbecile?—Yes.

1545. I suppose the Lunacy Commissioners have considered this question of the feeble-minded?—Yes, I think so. It is a question that very often arises in this sort of way. We receive information that some persons are detained as lunatics, and we apply to the Lord Chancellor for an order for some medical man to go down and inspect the place where they are detained. He reports, perhaps, that some of them are certifiable and some of them are not. Sometimes we prosecute. Then we often find a great difficulty in proving that they are certifiable. There is always the border line which we have to prove the patient is on either side of. I remember a case in which we prosecuted and the defendant pleaded guilty, and yet we could not get one of the patients whom he had been detaining, certified.

1546. That is to say, you could get no doctor, who in his opinion would say he was insane?—I cannot say that. We had already got a doctor to do it, but it was not a pauper case, it had to be done by getting two doctors, and there was so much difference of opinion among the different doctors that nothing could be done.

1547. Do you think that if there were places different from asylums, suitable for the care of what we know as the feeble-minded, it would be easier to get doctors to certify. Does the fact of their having to go to a lunatic asylum rather make them additionally careful ?—I have no doubt it does.

1548. Have the Commissioners at all considered what kind of certificate it would be possible to have, suppose it was deemed expedient that feeble-minded persons should be controlled. Can you at all suggest what kind of certificate would be required for that purpose ?—No, I do not think I have considered that point.

1549. With regard to detention, what are exactly the powers of detention that the managers of an asylum possess ? Take not so much the county asylums, although I suppose they are the same, but an asylum like Bethlehem, or any of those places. How do they detain ?—By force, if necessary by locked doors; by attendants who would stop people from going away.

1550. Would there be any possibility of having a modified form of detention for this class of patients ?—How do you mean ?

1551. That they should be allowed to detain them for a time, say, supposing it was suggested that these persons who are not mad should be placed in homes in which they could be detained for a few days without an order from a magistrate: do you think that would be possible ?—What would be the object of that ?

1552. The difficulty is we are dealing with persons whom we cannot treat as lunatics. We cannot place them absolutely under the same strict regulations that we impose upon persons who are certified as lunatics. Would not it be possible to have a system whereby these persons, without being certified as permanently detainable, should be temporarily detained; they are detained in the workhouse, are they not ?—They are detained permanently in the workhouse.

1553. They can be detained temporarily before they can be certified ?—Yes, pending an application to a justice for an order.

1554. How long can they be detained ?—They can be placed in for three days by the relieving officer or constable who takes them. That is only in the case of summary orders; it does not apply to private cases. They can be placed in for three days pending an application to a magistrate, then they can be detained for another three days while he gives his decision. I think there are powers of further detention also for short periods. The magistrate may place them in a workhouse pending their transfer to an asylum. If there is a difficulty in finding a vacancy, they can be confined in that way for fourteen days more.

1555. That can only be done in a workhouse ?—Yes.

1556. It would not be a very great extension of that principle to allow institutions for the care of the feeble-minded to have a similar power of temporary detention, would it ?—No, but I do not quite know what would be the object of it, because feeble-mindedness is not a temporary condition; it is a permanent condition.

1557. But one can easily understand that Parliament would not care to give powers of permanent detention over persons of this kind ?—With the object, do you mean, of keeping them permanently afterwards ?

1558. With the object of keeping them in the Homes; at any rate protecting them in the Homes. It would be a great advantage to these Homes if they had a power of detention, even if it were not permanent detention, because so many of these people want to get out just on occasions ?—You mean cases where feeble-minded people are living in Homes, the power of refusing to let them go out for three days ?

1559. Yes.—I suppose it might be provided for. There is this power: there is a certain number of persons who are not certified, but who go voluntarily into institutions for the insane, and are treated there as boarders: there is the power in that case of detaining them for twenty-four hours. They can always go on giving twenty-four hours' notice, but they cannot go before. These are, sometimes, cases of feeble-minded persons.

1560. Those have gone in voluntarily ?—Yes.

1561. But they have undertaken to stay for a time ?—They generally go in for a limited time, but they have the power of giving twenty-four hours' notice at any time. While they are there they are subject to the regulations.

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1562. I see you say to be a pauper patient you must be either in receipt of relief or in such circumstances as to require relief. A pauper patient is very often paid for partially, is not he ?—Yes.

1563. But nevertheless he still remains a pauper lunatic ?—Unless the whole amount is paid for, and even then it is the case that sometimes they are classed as paupers.

1564. And the classification of him as a pauper disfranchises his relatives, does not it ?—Yes, I suppose his father, if it is a child; or the husband, if it is a wife.

1565. A father of a lunatic for whom he is paying a certain portion of his keep is taken to be in receipt of pauper relief ?—I suppose that is so, except so far as it may come under the Medical Relief Act. The maintenance would be a disqualification.

1566. Is it supposed to be medical relief, or not ?—I was a revising barrister and had to deal with questions of this kind, but I cannot remember that I have ever had the case of a pauper lunatic. If I had, I should have had to give some opinion on it.

1567. I think, so far as law goes, that would be so, strictly speaking ?—I suppose so.

1568. Did you give me the other certificate (*document handed*). I suppose this does not vary in any way, so far as the doctor's certificate goes ?—No, except being only one, there is not that provision with regard to seeing him separately from any other practitioner. See Q. 1536.

1569. I see the reception order of any lunatic only lasts for a certain time ?—Yes, they have to be brought up at regular intervals.

1570. Who sees that that is done—do the Commissioners see that that is done, or is it left entirely in the hands of the asylum authorities ?—The manager of the institution, or the person in charge of the private patient has to send up to the Commissioners at the proper time a report and a certificate. That is always inspected by a Commissioner. The Commissioners have certain powers with regard to it.

1571. And the Commissioners keep an eye upon all the cases ?—Yes.

1572. Are the powers of the Commissioners the same with regard to idiots as with regard to lunatics ?—No; the Commissioners visit the idiot institutions, but there is not the same power. The idiot institutions are chiefly intended for children, and the certificates are of a milder form.

1573. Can you tell me in what way the certificates vary ? (*The witness handed in form of certificate.*) Is one medical practitioner enough in this case ?—That is all that is required in the case of an idiot—no order. See Q. 1536.

1574. "Carefully examined the person, and am of opinion that he is an idiot or has been imbecile from birth, or for so many years, and is capable of receiving benefit from a hospital registered under the Idiots' Act." In that case he has to certify that he is an idiot or an imbecile ?—Yes.

1575. That is a narrower form of certificate than the lunacy form ?—It is a very simple thing indeed. It does not require any going before a justice at all; it is only the parent or guardian, or person standing in that position, and with that simple certificate they can pass the idiot into an institution.

1576. Has the term "idiot or imbecile" been defined sufficiently closely ?—It is defined in Section 17 of the Idiots' Act.

1577. "Lunatic" does not include "Idiot" ?—The Lunacy Act says a lunatic is an idiot or a person of unsound mind. For the purposes of the Idiots' Act, an idiot or imbecile is not a lunatic and a lunatic is not an idiot or imbecile. That is about all that there is in it.

1578. What is the meaning of that really in your view ?—We have always understood it to be that an idiot must be a person of unsound mind, and therefore,

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a lunatic, so far as the Lunacy Acts are concerned, but he is a particular class of lunatic distinguished, from other lunatics for the purposes of the Idiots' Act.

1579. You take it an idiot is a lunatic?—Yes, for the purpose of the Lunacy Acts.

1580. A class of lunatic?—Yes. What I said here was (which I think to be true), the Idiots' Act provides a simpler procedure for placing under care idiots and imbeciles from birth. It is an alternative method of dealing with a particular class of persons who come under the Lunacy Act. That is our view of it.

1581. Who, without this Act, could be dealt with as lunatics?—Yes.

1582. In idiot asylums they are not kept for ever; they are most of them sent away?—As a rule, they do not keep them after they attain full age, but they do sometimes.

1583. What happens to them after that? Do they go to asylums?—Some of them do; some go out to their friends; we lose sight of them in that case, and we do not know what happens.

1584. (*Mr. Hobhouse.*) I understood you to say that in every lunatic asylum there were a large number of patients who ought not to be there?—I did not say that; all I said was, I thought that in some places they sent from workhouses to asylums patients who might very well be retained in workhouses. I did not say they are not properly detained in asylums.

1585. Do you mean that they come within that class which is between the idiot and the lunatic?—They are all "lunatics" in the sense in which the word is used in the Act.

1586. But they are not sufficiently insane to be fully classed as lunatics?—No, I did not mean that at all; but that they were a class of lunatics who could very well be treated in the workhouses.

1587. And ought to be treated there, and not in lunatic asylums?—I think many of them would be happier if they were treated there.

1588. And ought to be treated in the workhouses in preference to any other place not a lunatic asylum?—I do not know; they are useful in the workhouses, and they are happy there, many of them, I think.

1589. In your view the proper place for them would be a workhouse?—Yes.

1590. (*Dr. Donkin.*) Are the words "capable of receiving benefit" in the Idiots' Act Certificate very widely construed as a rule, or is there any definite meaning attached to the words "capable of receiving benefit"?—I do not think there is any special meaning attached to it. Possibly it means people who are capable of a certain amount of amelioration by treatment, possibly those who could be trained.

1591. That, you think, was the intention of those who framed the Act?—I should think so.

1592. I wanted to know if you could tell me if it were generally construed so widely as almost to be of non-effect?—I should say so; I should say any idiot can be received in these institutions for idiots. I think, however, the inclination is rather the other way, to prefer the better class of idiots and imbeciles who can receive training and can learn something.

1593. That would affect, to some extent, the certifier if he knows that?—I do not know that.

1594. The words "capable of receiving benefit" would apply almost to any idiot; he can be kept cleaner, and so on?—I think it is rather that the institutions prefer to get the better class, and, in selecting, they would probably give preference to those who they thought could be taught.

1595. You do not think the words would deter any medical man from signing a certificate?—No, I think that would not be so.

1596. (*Mr. Greene.*) As regards the Idiots' Act, that, I understand, gives the Commissioners power to deal with idiots in certain asylums and institutions—to supervise them?—Yes, it enables certain institutions to be registered by the Commissioners for the reception of idiots.

1597. If it were thought desirable to introduce a system of feeble-minded colonies, there would be no reason why that should not be extended to such colonies?—You mean, the Commissioners should have the power. The only thing is, it would be enormous—the extension of the power.

1598. Inconveniently large?—I do not think the present Commissioners could cope with it; it would have to be largely extended, as far as I understand.

1599. We have no satisfactory statistics at present?—There is further objection that the class of persons who would come under that Act are just the cases in which any connection with lunacy would be most strongly objected to.

1600. What class is that?—I mean the people who are just outside the Lunacy Act, and would very much prefer not to be brought into the net of the Lunacy Commissioners. There is a certain stigma attached to lunacy in the minds of many people. I should think, and I think my colleagues are of that opinion, that any institutions for the care of the feeble-minded would be much better placed under different authority—not under the Lunacy Commissioners.

1601. Have the Commissioners any opinion as to what department they should be placed under?—I do not know that they have.

1602. Education, or Local Government, or Home Office, or what?—The Home Office has the care of some similar cases, like inebriates.

1603. Supposing a suggestion were made by the Commission that colonies for feeble-minded people should be established, have the Lunacy Commissioners any suggestions to offer as to what department of State should regulate such institutions?—No, I do not think they have, but they think it had better not be themselves.

1604. That they should be out of it?—Yes.

1605. Under the Idiots' Act are there any places now in existence supervised by your Commission which are maintained for the advantage of people who are not of the impecunious class?—Yes, there are.

1606. How many?—There is one, particularly, where the payment would quite exclude all paupers. They do not take paupers at all. In all, they take private patients as well as paupers.

1607. Would you tell me the number of them?—The total number of all the institutions is eight.

1608. About how many patients would that represent?—The total number on 1st January, 1901, was 1887.

1609. Is the number of institutions sufficient to supply the existing demand for a place in which people in a good position in life can send their imbecile children?—Yes, I think so.

1610. And they are under the personal supervision of some of the officers of the Commission?—Yes, of the Commissioners.

1611. May I take it that, except for idiots or imbeciles who are being protected under the operation of the Idiots' Act, 1886, there is no way of protecting idiots or imbeciles who are living at home and elsewhere. It is only when they are in institutions under that Act that there is any protection for them?—They may be under the Lunacy Act.

1612. I am talking of idiots who are not lunatics?—If they are not lunatics within the Lunacy Act?

1613. If they are not lunatics, and if they are not idiots under the Idiots' Act, they are uncared for by the State?—Yes.

1614. Is it expensive to get children into institutions such as you say there are eight of, who are idiots or imbeciles. Of course, some of them have an endowment.

1615. But is it costly to the parents or friends?—When they are endowed they take in several patien gratuitously or at very low rates.

1616. What I was dealing with was the expense of obtaining the necessary certificates and the official charges?—No; all they have to do to place a patient in an establishment for idiots is to get a medical certificate. A doctor may charge a guinea, or whatever it may be for that, and that will be the whole expense.

1617. Is it expensive to obtain an inquisition and to get a mentally deficient person certified on the inquisition ?—Do you mean to get a lunatic so found by inquisition ? I think it is, but I have not any information.

1618. You have no official knowledge ?—No, it does not come under our cognizance at all.

1619. In the case of persons who have entered these institutions is there any mode of managing their property for them ?—Yes, that can be done. One way of doing that would be to have an inquisition, but that is not necessary. There is power under the Act of 1890 of making an order dealing with the property without the patient being found a lunatic by inquisition, Section 116.

1620. Is that section largely used ?—I think it is a good deal.

1621. Do the Commissioners, or does some Tribunal, act as a kind of receiver of the property for the person who is deemed to be unable to control his property ?—It is dealt with by the Masters in Lunacy. They, of course, require all the investments to be paid into Court, and to be transferred to the Court, and they appoint some person to expend the income for the benefit of the patient.

1622. I believe that is limited, is not it, to properties of a certain value ?—No, it is not ; in the case of a lunatic, lawfully detained as a lunatic though not found by inquisition, Sub-section 1(c.) applies. There is a limit in some circumstances.

1623. Is a person, put into one of these idiot asylums, deemed to be lawfully detained as a lunatic under Sub-section C of the Act of 1890 ?—I do not know if that question has ever been raised ; that would be a question for the Masters.

1624. Do you see any reason why Sub-section E of Section 116 of the Act of 1890 should not be extended ? —No, I do not.

1625. You would allow the operation of that section to be extended to cases where the property does exceed £2,000 in value ?—I can see no reason why it should not.

1626. Do you see any objection in the case of quite small properties, where the person of the *non compos* person, or the idiot person, can be properly dealt with, why the property should not be dealt with by the County Court district ?—It can be in some cases. Section 132, I think, gives the power. That has a limit in value. "Where a reception order is made in the case of a lunatic the value of whose real and personal property is under two hundred pounds, and no relative or friend of the lunatic is willing to undertake the management of such property, any judge of county courts having jurisdiction in the place from which the lunatic is sent, may, upon the application of the clerk of the guardians, or a relieving officer of the union from which the lunatic is sent, authorise the clerk or relieving officer, or such other person as the judge by his order appoints, to take possession of and sell and realise the real and personal property of the lunatic, and to exercise all the powers which could be exercised by the legal personal representative of the lunatic if he were dead."

1627. That requires the origination to be by the clerk of the guardians, and assumes that the person is a pauper ? —Yes.

1628. Is not it possible to make some arrangement for the custody and care of the persons and the control of the property of persons much cheaper than the present one, and much simpler than the present one where such persons are only feeble-minded ?—I dare say that might be. I do not know what the cost of the present arrangement is. I do not understand that the cost of an order under Section 116 is very expensive. There is a power of remitting fees.

1629. It is in my mind to ask whether the Lunacy Commissioners could make any suggestion for well-to-do people to enable their children to be properly taken care of, and their property controlled, without the expensive and somewhat cumbrous machinery of the Lunacy Commissioners' office ?—Of the Masters' office, you mean.

1630. Yes ?—I do not know that they have thought of any particular way of giving effect to that. No doubt, if it could be done they would be glad. To extend the powers of the County Court Judge ; would that be it ?

1631. That was in my mind ?—I see no objection to that.

1632. We have to consider under this Commission not only the cases of poor people, but well-to-do people who are mentally deficient. I wanted to know whether there was any suggestion that could come from the Lunacy Commissioners for dealing with their persons and their property more cheaply and more simply than the present practice ?—There is not very much expense of dealing with their persons at present. I do not know what expense there is, beyond the medical certificates which are necessary.

1633. To put them into one of these houses ?—I do not know that the Commissioners have considered any way of reducing the expense.

1634. Can you tell me how many persons are now under the care of the Commissioners as certified lunatics ?—On the 1st January last year the total number of patients altogether under us was 117,199. That includes the asylums, the hospitals, the licensed houses, Government lunatic hospitals, criminal lunatic asylums, workhouses and single patients and out-door paupers. Probably by this time it has increased.

1635. (*Mr. Byrne.*) Lunatics can be discharged from asylums without recovering their sanity, can they not ?—Yes.

1636. And are so discharged to the tune of several thousands a year, are they not ?—I do not know what the numbers are.

1637. My recollection is 8,000 last year, or some figure like that ?—I could not say. *Note by Witness to Par.* 1637: The total number of patients discharged unrecovered during the year 1903 was 7701. But this includes 5465 who were discharged from one institution to be transferred to another, and 97 who were discharged under Section 38 and immediately re-certified. The remainder, 2142, also includes an unascertained number of patients from institutions to be detained in workhouses, and of patients discharged for some legal flaw in their reception documents and re-certified without actually leaving the institution.

1638. A very large number are discharged not recovered, are they not ?—A certain number are.

1639. Have the Lunacy Commissioners been considering the causes of the amount of insanity a good deal lately. Have they given consideration to the question whether there is any relation between the number of feeble-minded and defective persons outside asylums and the number of lunatics inside ?—I do not think they have any information with regard to the feeble-minded outside.

1640. And the statistics kept in the lunatic asylums do not show very much as regards the heredity of people, do they. I mean, three generations of people might appear in the asylum without anyone knowing they were grandfather, father, and son ?—I daresay that might happen. We are, however, furnished with statistics, including heredity.

1641. But the asylum has no enquiry officer whose duty it is to collect information as to lunatics received in the institution, as to how they became lunatics, or anything like that. The statistics you refer to are made up from the statements of the doctors, are they not ?—No, I think the officers of the asylums do make their own enquiries. I do not think they are statistics taken from the statements made in the reception papers but from the statements we receive from the asylums.

1642. I do not mean the statements of the Lunacy Commissioners, but the statements in the asylums. They come from the certificates, do they not ?—Do you mean the certificate of the doctors on which they are sent to the asylums ?

1643. Yes ?—I do not think they come from that. I think the doctors in the asylums take those statements, and I think our statistics do not mean merely the statements on the certificate when they are received.

1644. What means have the asylum doctors of checking those ?—They make enquiries from the patients themselves, and also from the patients' friends.

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1645. That would be only occasionally?—Yes, we can only check it to a certain extent.

1646. Do the Lunacy Commissioners consider it would be a useful thing to have more details as regards parentage and the origin of people who get into asylums, or are they satisfied with the existing system?—No doubt the more knowledge they can get, the better they would like it.

1647. Would they think it worth a little expense to have it?—I should think so.

1648. They would be prepared to recommend it as a useful thing, do you think?—I should think any knowledge we could have of the causes of insanity would be welcome.

1649. Have the Commissioners information as regards the connection between mental defect of various sorts not amounting to insanity, and insanity—I mean by way of derivation one from the other. What are the statistics, for instance, as regards the hereditariness of insanity in asylums?—There is no doubt heredity is a cause of insanity. I think the Commissioners have no doubt about that—that it does descend; we see that very frequently. Heredity is assigned as a cause in upwards of one fifth of those admitted to institutions.

1650. Have they any special information as regards the descent of lunatics from people who are not lunatics—those who have other forms of mental defect, such as feeble-mindedness or epilepsy?—I have not really studied the statistics, and I do not know.

1651. If it is the case that a considerable number of unrecovered lunatics are at large, as the present law permits, if heredity is an important element, that would rather indicate a danger, would it not?—Yes.

1652. Have the Lunacy Commissioners had occasion to consider the provisions of the law with regard to the discharge of patients? Are they satisfied with them as they stand?—Yes, I think so,

1653. For instance, the authority responsible for maintaining a patient in an asylum can at any moment discharge that person unless the doctor says that the person is positively dangerous?—In the case of a private patient you mean the petitioner can do so.

1654. Yes, that is to say, the person who pays can always say, "my lunatic, so and so, must leave the asylum and go home." That is so, is it not?—I do not think that is the case with the guardians.

1655. May I refer you to your words on page 84?—That is not an asylum case, that is in the hospital or licensed house. Yes, that is so.

1656. In those places the paying authority can say that the lunatic must go home?—Yes.

1657. Neither the Lunacy Commissioners nor anyone else can prevent that?—No.

1658. Unless the doctor is prepared with a certificate that the person is dangerous?—Yes.

1659. The doctor may know the person to be a lunatic of a very disagreeable sort, but unless he can say it is dangerous he cannot prevent him going out?—No.

1660. Are the Lunacy Commissioners satisfied with that?—I do not think much use is made of that power in the case of paupers. In the case of a private patient the friends can take him out, because there is no law to prevent a patient being treated at home. The only thing is that he is not to be taken charge of for money.

1661. And the certificate does not amount to an order of detention in any way?—No.

1662. It is merely a justification of the detention?—

1663. If heredity be an important factor in the large amount of lunacy and feeble-mindedness which exists in this country, one might suggest that there should be something in the nature of an order or commitment to prevent insane people wandering about at large, and having families?—Yes undoubtedly.

1664. What do the Commissioners think about that? Are they content with the existing system by which you are put in an asylum if your relatives like it, and if they do not bother about it and do not like to vex you, they keep you at home and let you wander about and do whatever you like?—Are you speaking of pauper cases?

1665. I was thinking of rich people, but it applies to both?—The question is whether it has that effect very much—where the friends are not always, or generally, ready to bring them under care. Of course there are cases where they are not. It does sometimes happen that patients are discharged who the Commissioners think had much better not be discharged.

1666. In the interests of the community?—Yes, and in their own interest too.

1667. And speaking generally the Lunacy Commissioners would be prepared to say that the fewer lunatics living at home and running the risk of marrying or having children, and so on, the better?—Yes, I suppose so.

1668. I want to ask you about lunatics in workhouses. The Lunacy Commissioners have for many years reported, have they not, on the undesirability of mixing imbecile people, especially young people, with adult paupers in workhouses. They consider it an undesirable thing that children should be mixed up with adult paupers?—Yes.

1669. Unless proper provision is made in the workhouses for the separation of the lunatics from the others, except during the working hours, they are not in favour of lunatics being kept in workhouses at all, mixed up with sane paupers; are they?—I do not know about that, quite. In the country workhouses where there are a very small number of imbeciles I should think they are better with the other patients than kept apart. They are not generally separated there. It differs very much as to the class of workhouse.

1670. That is why I rather wanted to pursue the matter so as to get a more particular statement from you. In general, the Lunacy Commissioners think, do they not, that insane persons should be in institutions of some sort for the insane and not mixed up with other people?—Yes, I suppose so.

1671. With the exception that they approve of a certain number of chronic quiet lunatics working in other institutions. They do not object to that?—No.

1672. Sweeping the floors, and so on?—Yes.

1673. Generally speaking, they think they should be separated from the sane, especially the young?—Yes.

1674. On the other hand, they think, do they not, that there are a considerable number of people in county and borough asylums who need not be kept in such institutions at all?—Yes.

1675. Would you mind telling me chiefly for what reasons they need not be kept there. Is it because the county asylum is too expensive an institution—very much like a hospital?—In the first place they think it is not economical because they are very useful in the workhouses where they do a great deal of work. They are very often able-bodied people and do a good deal of work which cannot be done by the old paupers. Then they are happy there, they are among their own friends. In fact they have got the kind of treatment which is suitable to their case.

1676. To put people like that into an asylum would be like taking people from a workhouse and sending them to a hospital, without the necessity?—Yes,

1677. Most asylums in England are for a single county or borough, are they not?—Yes.

1678. There is a power, I see from your statement, for counties and boroughs to amalgamate in building asylums?—Yes.

1679. That is not often done?—Not very often done.

1680. In other words, asylum authorities act independently to a large extent?—Yes.

1681. Do the Commissioners consider that a good thing or a bad thing? What are the effects of it? Has it led to the differentiation of asylums, or has it prevented that?—I do not quite understand about differentiation.

1682. Having asylums for different classes of persons. Are most of the asylums for all classes of lunatics, or for special sorts of lunatics?—Most of them are for all sorts.

1683. If the Commissioners could have their way would they prefer the classification, differentiation, or would

they prefer the present system ?—I do not know. To some extent I suppose you might have more differentiation, but it is difficult, I fancy, to differentiate altogether.

1684. In their annual reports the Lunacy Commissioners have for some years recommended the establishment of cheaper institutions for the aged chronic insane who do not require any special attention, but who simply have to be kept in decent comfort until they die ?—Yes, that has been done in some cases.

1685. How many cases ?—Not very many.

1686. There are really very few ?—Yes.

1687. Have the experiments so far displayed any advantage in respect of economy ?—I cannot tell you.

1688. It might be expected to produce economy ?—It might do so. There are various considerations. There is that consideration that I mentioned just now in regard to the lunatics in workhouses ; the imbeciles, for instance, who might be separated from the others, are just the most useful patients to do the hard work of the institution. To take them away and to put them all together would not tend to economy in the asylums from which they are taken.

1689. As a matter of fact, in most county asylums there is extremely little work done by the patients ?—No, I do not think so. There is a great deal of work.

1690. You think due attention is paid to economy in that matter ?—I think a great deal of work has been done by patients.

1691. You think that essential, in a well-managed establishment ?—Yes, it is a most excellent thing for the patients themselves to be usefully employed.

1692. And for the ratepayers ? You agree it is wise to separate the chronic aged people from the others as a matter of ecomony, those who are beyond work, but beyond that difference, I take it, you are not much in favour of differentiation ?—I am a little too new to the work to give an opinion. With regard to that I think I would rather some other Commissioner, who has had more experience than I, gave evidence. I have not considered it very much myself. Of course the Commissioners have pressed for separate asylums for idiots, and they have suggested that there should be a joining of different counties for that purpose. With regard to several counties joining together it has this disadvantage, that if it is done it takes the patients away from their own neighbourhood, and makes it less likely that they will be visited by their friends, which is always a thing which the Commissioners like.

1693. For the incurables that does not matter ?—I do not know. It is a pleasure for them to see their friends even if they are incurable. There are patients to whom that does not matter.

1694. From the general trend of your remarks, I may take it, you do not think differentiation could be carried out to any very great extent, or produce great results ? —No.

1695. You have to consider all these things ?—Yes.

1696. You have no power to compel counties to combine. If they want to act separately, they can do so ? —Yes.

1697. If you inform the Secretary of State there is no provision for lunatics in a certain district, as there ought to be, he can call upon them to make it in any form he likes ?
—Yes.

1698. That has never happened ?—No.

1699. So that as a matter of fact the local authority are left to do what they like ?—Yes, except they are subject to restraint. They cannot do exactly what they like.

1700. I mean as regards the nature of the institution? —I think we have had cases of boroughs wishing to have separate asylums, and the Commissioners have said they could not recommend the Home Secretary to allow that when there are not enough persons likely to be found for the asylums, and therefore, it would be extremely expensive. That has happened.

1701. That leads me to the cost of the institution. The question of economy is especially put before this Commission. As regards lunatic asylums, are the Commissioners satisfied with the provisions of the lunacy law, or would they recommend the adoption of similar provisions, supposing the feeble-minded had to be dealt with ; do they think they are perfect ?—As far as I know, they think they work fairly well.

1702. The Lunacy Commissioners think the county asylums now in existence are on the whole as economically built and maintained as they could be ?—I should think so, yes. As far as that goes, I do not know that they all have been so, but I should think now there is a good deal of attention paid to economy. Certainly, by the Commissioners there is. Plans, of course, have to pass through the Commissioners to the Home Office.

1703. The plans are examined and reported on by the Commissioners to the Home Office, the Home Secretary approves them from the point of view of their sufficiency as a provision for lunatics, does he not ?—Yes.

1704. The Home Secretary does not now profess to approve the plans as an economical mode of making this provision ?—I do not know exactly how that may be. There was something to that effect said. As you know, there was a conference between the Home Office and the Commissioners some time ago, about the question of economy and the Commissioners since that time have themselves always pressed that question of economy and always considered it very much before the plans are sent to the Home Office. We, generally speaking, cut off a good deal from the cost of the plans as they were originally brought before us.

1705. The Commissioners do effect substantial economies ?—Yes.

1706. It is the case, is it not, that when the Home Secretary approves the plans of an asylum, say at the cost of £300,000, he adds a paragraph to his letter ?—He has in some cases.

1707. To the effect that he approves it as an adequate provision for the lunatics, but that he has no authority in the matter of the cost. Supposing the county authority want to borrow the money, they have to go to the Local Government Board ?—Yes.

1708. Do the Local Government Board ever hold inquiries before granting leave to make such a loan in the matter of asylums as they do in other matters ?—I do not know, but I know they consider themselves very much bound by what has already been done when the plans have already been approved by the Secretary of State.

1709. It is natural that they should. It is rather an ineffectual procedure, is it not?—The question of economy ought to be considered when plans are approved. If some arrangement could be made by the Local Government Board and the Home Office together to deal with the matter, or if one or the other of them would deal with the whole matter, it would certainly be an improvement. The Commissioners themselves do go into that matter a good deal.

1710. Apart from that difficulty about the cost, Commissioners would have no special recommendations to make as regards the application of the lunacy laws to the feeble-minded ?—No.

1711. The provision made by the lunacy laws is good ?—Yes.

1712. (*Mrs. Pinsent.*) I think you said, in regard to idiots and imbeciles, the certificate of one medical man was sufficient ?—Yes.

1713. Without a magistrate's order ?—Yes.

1714. If it was the case of a private patient, all the parent would have to do would be to get the certificate of one medical man ?—Yes.

1715. Then is the local authority who has made the provision for idiots and imbeciles bound to receive the patient or is it a matter of choice on their part ?—The local authority would not have anything to do with that. Local authorities do not work these idiot institutions at all. There is nothing binding on the manager of the institution to take the patient.

1716. The local authority only provide for pauper idiots, I suppose ?—The local authorities have no power to provide idiot institutions, except as asylums. That

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would be subject to the ordinary rules with regard to asylums. The patient would have to go in on an order of a magistrate. Institutions under the Idiots' Act are not asylums in the proper sense of the word. They are not provided by the local authorities; they are either hospitals (that is to say, charitable institutions) or private ventures—licensed houses.

1717. Take the case of a parent who is not a pauper, and yet whose income is not sufficient to provide the entire cost of the maintenance of his idiot child in an institution or asylum. What would be the proper course for that parent?—He would have to find some institution wh ch would be willing to take the child, and arrange the terms. When he has done that, he could make his order and get the doctor's certificate, and the child could go in.

1718. Have you any reason to suppose that is an easy thing to do?—There are a great number of children in these institutions who must have come in in that way. Do you mean whether there is sufficient accommodation?

1719. Exactly, and whether they do not refuse on the score that the payment is not sufficient?—No doubt they do.

1720. What I want to bring out is the case of, say, the clerk or artisan whose wages amount to about £2 a week, and who is in a position to pay about six shillings a week for the maintenance of his child idiot, but is not in a position to pay any more. What would be his course?—That child could only go as a pauper patient.

1721. He would have to apply to the relieving officer?—Yes.

1722. Do you consider there is any hardship in that—a man in a respectable position having to apply in the same manner as a pauper?—If he cannot afford it, and has to have relief out of the rates, I suppose that must be so.

1723. Do you think that condition of things has led to a good many idiots being retained in families who would be much better in institutions?—I do not know. I should have said that the friends of patients in that class of life do not generally object to their going into an institution.

1724. It has been my experience that a great many do?—It may be so. I have not any knowledge of it; I do not say it is not so, at all.

1725. But you spoke of the accommodation being sufficient?—I was not thinking of that class of case. I was taking the higher class of case, where there is more money. There is a good deal of difficulty in making provision for the class of case you are mentioning. I did not quite understand the class of case you meant.

1726. I am anxious to find out what is the best method of dealing with that class of case?—I think there is a great want for that class of case.

1727. I know about sixty of that class of case in one place?—We frequently have application in regard to them, and we cannot give advice because there is no means of dealing with them.

1728. Supposing the parent was to get the child certificated as a private patient, would there be any chance of the child being received?—Yes, if it was paid for.

1729. Not unless the full fees were paid, which would amount I suppose to about £40 a year?—I dare say it would.

1730. Therefore there is nothing for the children of the in-between class, the children of the artisan?—No, I should say there is very deficient accommodation for them.

1731. With regard to what you were saying in answer to Mr. Byrne about the classification of these cases in workhouses, have you ever considered the case of the epileptics in workhouses?—I know that there are epileptics in workhouses.

1732. Is not it usual that they are to be found in the same wards as idiots and imbeciles?—Yes, I think it is very common.

1733. A good many of these epileptics in workhouses have lucid intervals of apparent sanity?—Yes.

1734. Is not it a little hard on them to be confined with drivelling idiots and imbeciles?—I suppose it varies. I have not really seen very much of these workhouses myself. I did hear of a case the other day where they separated the imbeciles from the sane patients, and the sane patients objected very strongly, and wanted to have the old arrangement restored. In the country workhouses, which are those that I have particularly seen, they are all together generally, and I do not think they mind it at all.

1735. I can quite understand the idiot and imbecile does not mind, but I should think the epileptic would; those of them who are sane?—The sane inmates are there too; they are all together. That is in the country workhouses, where there are very few imbeciles.

1736. Is it your experience in workhouses in large towns that in what they call the idiot ward you find epileptics, idiots, and feeble-minded women altogether?—I have not had enough experience to say that. I have not seen any of those workhouses.

1737. (*Mr. Byrne.*) You say now there is great want of accommodation for idiots—children of people who cannot pay very much?—Yes.

1738. And also that idiots are included among the lunatics for whom the lunacy authority of the county is bound to provide?—Yes.

1739. They do not provide for them, except in two or three places in England?—Separately?

1740. Or even together. There is no proper accommodation for idiots at all in England, is there, excepting for the rich people?—There is not sufficient. There is a certain number of asylums.

1741. You have no authority to call upon them to provide for that class?—There are separate blocks or buildings in six.

1742. Whatever the number is, the provision is very defective?—Yes.

1743. The Commissioners have no power to get that remedied?—No.

1744. Nor has the Secretary of State?—No.

1745. Surely that seems to point to a defect in the law, does it not?—Yes.

1746. Somebody ought to be able to compel people to provide for all the idiots in their county?—Yes.

1747. And if necessary, to compel two or three counties or boroughs to join?—Yes.

1748. That defect in the law does exist?—Certainly. I am afraid I did not quite catch your meaning before. Perhaps I ought to have mentioned that then.

1749. (*Mr. Chadwyck-Healey.*) I should like to ask if you are prepared to follow that last answer up a little further, and to say whether in your opinion there should be provision for feeble-minded people as well as those who would come under the Lunacy Acts?—I think it would be a very good thing if there were.

1750. Take the case of feeble-minded children who have been under special instruction until the age of sixteen. Supposing it should be thought fit that there should be power of detention after that age, have you considered at all in what way they could be detained—in what sort of building or place?—No, I cannot think of any other provision than an institution of a similar kind.

1751. A special institution of some kind?—Yes.

1752. You could not give any idea of the cost of such a thing?—No.

1753. Supposing children had actually got into some such institution and were being detained there, would you think it right they should be periodically examined or certified in some sort of way from time to time, the object being to detain them for life if necessary?—Yes, I should think it would be a good plan. There is a provision of that kind with regard to lunatics

1754. It would be necessary that something of the kind should be done?—Yes.

1755. Is there any machinery which would be available for that purpose, or that could be copied?—There are the provisions in the Lunacy Acts with regard to lunatics. Their case has to come up at intervals. It begins at the first year—at the end of the first year at the end of the

second year, and then at the end of the fourth, and the seventh, and the twelfth, and so on, every five years afterwards.

1756. By medical officers ?—By the medical officer of the institution where they are. He has to examine the patient, and report to the Commissioners. Of course they are also seen by the Commissioners and by visitors of various kinds.

1757. Do you think a system of that kind would be sufficient in the case of feeble-minded people—people who are not quite lunatics. Remember they have been under supervision until sixteen, therefore there is very little doubt of their feeble-mindedness. You want to be sure that the state is being continued; that there has been no recovery ?—I suppose that class of case would not be at all likely to recover ?

1758. Probably not, but it would be necessary to have some inspection ?—You must have inspection.

1759. And competent inspection ?—Certainly.

1760. Do you think those particular people would be sufficient for this purpose, the head of the institution for instance. Would he be sufficiently competent ?—Not sufficient, alone. I thought you were referring to the practice of having a regular periodical report upon them. They must have more frequent inspection than that certainly.

1761. What one wants to guard against is the risk of a sane person being detained against his will. Although that person may be feeble-minded originally, you must always have in mind the possibility of recovery, and that recovery should be certainly ascertainable. I want to get at how you suggest that should be done ?—There must certainly be visitation by some outside inspectors.

1762. Are they easily to be got in such cases ?—The Commissioners themselves inspect the asylums.

1763. This would largely increase the area of their duties ?—I do not think the Commissioners could undertake it. It would be so very large.

1764. You are not prepared to suggest how it should be done ?—Who should be the person, No.

1765. (*Mr. Burden.*) Have you heard anything of a refusal of an idiot institution to receive idiots because they are incurable ?—I have heard it said, and I believe it is the fact, that they do not like to take a regular degraded idiot; they prefer, and will take by choice, idiots or imbeciles who are of a better type, and who are capable of improvement.

1766. In preference to the non-improvable ?—Yes.

1767. We have heard that here from another witness, and there has been some doubt as to whether it was so or not ?—There were some remarks made about the Earlswood Asylum by Miss Dendy. The Earlswood Asylum objected to the statement and wrote to Dr. Needham to ask him to have it contradicted. I have looked it up and have got a note as to what the facts were. Miss Dendy, I think, stated that the Earlswood Asylum had applied to the Commissioners to have their title changed from "Institution for Idiots and Imbeciles" to "Institution for the Feeble-minded." That does not appear to be the fact. I had better read what I have drawn up about that. The Earlswood Asylum was registered in 1887 under the Idiots Act, 1886, as "Hospital situate at Earlswood, Redhill, near Reigate, and known as 'The Asylum for Idiots,' or 'The Earlswood Asylum.'" In 1888 the superintendent wrote to the Commissioners that, "owing to greater facilities for postal arrangements, we shall have to alter our heading as address," and after stating that the institution was incorporated by Royal charter as a hospital in 1862, asked whether the address might be "Earlswood Hospital," adding that "our purpose is to train weak-minded children, and we find it greatly against the useful scope of the charity to be denominated Asylum if we are allowed to exist as a Hospital. Parents refuse to send their children to an asylum, but they can get over Hospital." The Commissioners raised no objection, but the change of name appears never to have been made. The institution still calls itself "The Earlswood Asylum," but within the last two or three years has added thereto in its address at the head of letters, "The National Training Home for the Feeble-minded." So far as the Commissioners are concerned there has never been any change in its name.

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1768. (*Mr. Dickinson.*) Was that in 1888 ?—It was in 1888 they proposed that. Nothing was done, and the only proposal was to change the name from asylum to hospital. An application was made by another idiot institution to have its name changed, apparently upon the same ground.

1769. (*Mr. Burden.*) They have a general wish to deal rather with the improvable, than the non-improvable cases.?—Yes. The committee of the Western Counties Idiot Asylum stated that for some time past they had selected for admission such cases as appeared to offer the greatest hope of permanent improvement being effected by a course of training in the institution, and had from time to time weeded out the hopeless and unimprovable cases.

1770. (*Mr. Dickinson.*) When was that ?—That was in the year 1900, and I think they made another application in the following year. Tney then resolved to alter the title to "Western Counties Training Institution for the Feeble-minded," but the Commissioners refused to alter the registered title.

1771. (*Mr. Burden.*) In answer to a question of Mr. Hobhouse, and I think of Mr. Byrne also, you said that in your view the proper place of detention for many of the feeble-minded was the workhouse rather than the asylum. Would not some separate institution, neither a workhouse nor an asylum, be a better place than either of those institutions ?—I rather doubt that, in the case of a good many patients.

1772. You think it is better for them to be mixed up with the ordinary pauper ?—I do not think it does them any harm, or the ordinary paupers any harm.

1773. It seems that some of the sane objected ?—Objected to their being taken away. I did not put that forward as if it were the general feeling. I only mentioned that as a particular case that has come under my notice.

1774. We have heard of a similar case in another institution where the sane inmates object to the removal of the insane because they amuse them. From what you have said, I suppose we must not take it as your opinion that the removal of the weak-minded out of the workhouse would tend to economy in the end ?—I do not think so; not the ordinary imbecile which you find in the workhouse.

1775. (*Dr. Dunlop.*) You have already been asked the question why the care of the feeble-minded (to use that very loose term) should not be under the Lunacy Board. It is simply because the Lunacy Board is over-worked as it is at present ?—Yes, one reason.

1776. It is not because they are unsuitable cases for it, is it ?—I think it might throw difficulties in the way of getting them certified if it were known that they come under the Lunacy Commissioners, simply from the connection with lunacy.

1777. The Lunacy Board would look upon them as cases of mental disorder ?—Yes; it is only the way in which the friends of the feeble-minded look upon it.

1778. The workhouses in England are at present the places for detention of imbeciles, and I suppose the imbeciles include dements, it is not only congenital cases ?—That is so, but there are a great number of congenital imbeciles in the county asylums.

1779. The local authorities, I see, have absolute power of discharge from a workhouse of an imbecile ?—Yes.

1780. And the Lunacy Board cannot interfere; the Secretary of State cannot interfere ?—No.

1781. Nobody can ?—No.

1782. So that if an imbecile or a dement is sent to a workhouse, the local authority can discharge them when they think fit ?—Yes.

1783. There is no authority which prevents them from doing so ?—No.

EIGHTH DAY.

Monday, 13th March, 1905.

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair.*)

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWICK-HEALY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP Esq., M.D.

HARTLEY, B. N. MOTHERSOLE Esq. M.A., LL.M. (*Secretary.*)

ARTHUR DOWNES, Esq., M.D., called; and Examined.

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1784. (*Chairman.*) You are Senior Medical Inspector for poor law purposes to the Local Government Board?—Yes.

1785. And you are one of the General Inspectors in charge of the London district?—Yes, my duties chiefly relate to that district; I only have occasionally to do with provincial matters.

1786. You wish particularly to give evidence with regard to the metropolis and the metropolitan area. I think in the metropolitan area, as regards paupers, special treatment has been provided under the Metropolitan Poor Act, 1867?—That is so. Prior to 1867 the imbecile class, as well as other classes who ought never to have been sent to workhouses, were treated in the workhouses, and the condition of things had become so accentuated that it led to the passing of the Metropolitan Poor Act. Perhaps it would be convenient if I told the Commission what happened under that Act?

1787. If you would. We have had evidence as to its provisions, but would you give us information as to what has been done under that Act?—I need only say that it empowered the Poor Law Board, now represented by the Local Government Board, to set up what were termed Asylum Districts, and amongst those districts which were set up was one now known as the Metropolitan Asylums Board.

1788. There was more than one district I suppose?—Some of the districts dealt with the sick only. Some of those still exist, but they have nothing to do with the work of this Commission. The only one that I think is concerned with the reference of the Commission is the Metropolitan Asylums Board's District, as it is officially termed. The Metropolitan Asylums Board District was empowered to deal with imbeciles. It was also empowered to deal with smallpox and fever, but that, I think does not concern you. The Asylums Board immediately after it was so empowered proceeded to provide imbecile asylums for imbeciles and lunatics of the harmless class and the kind that formerly remained in the workhouses. The first asylums that they built were those at Leavesden and Caterham. Each of those asylums accommodates about 2,000 imbeciles. They were inexpensive asylums; even with the additions that have been made, the cost does not amount to much more than £100 per bed. They were opened in 1870. In 1873 the Asylums Board decided to separate a few of the imbecile children who had previously been taken to the adult asylums, and they commenced by separating 100 of the best class of such children in order to educate them and to develop, as far as possible, any latent capacities possessed by them for mental and physical training. They commenced their work at Hampstead in the old smallpox hospital. A little later the number increased to 150, and the managers then rented premises at Clapton from 1875 to 1878. In 1878 they opened the schools which are now known as the Darenth Schools. The accommodation of those schools is for about 500.

1789. Altogether?—That is in the schools alone. The schools were built first, and the original intention was to keep these better imbecile children apart from the more defective, and to develop all the latent capacities they might have, but it was found in the course of time these children became adults, and the queston then arose: What was to be done with these children on whom these pains had been bestowed; were they to go back to the ordinary asylums, or was some separate provision to be made for them? It was decided to open some workshops close to the schools, and in 1877 two blocks with workshops were erected on land at Darenth adjacent to the schools to accommodate 240 adults; the object being that the beneficial results of the training might not be thrown away. Unfortunately, by 1880, these two blocks had expanded into an asylum of 1,052 beds under distinct administration apart from the schools. I think that the Commission may do well to note this because I think it was an unfortunate move in the early history of Darenth that they should have been obliged at that time to build a large asylum in such close proximity to the schools where the children were originally received.

1790. The schools remained at Darenth all the time?—The schools are permanent buildings there, and a permanent asylum was built up alongside of them.

1791. The schools at Hampstead and Clapton still continued?—No; I should have said they were discontinued when the Darenth buildings were opened. I observe that in 1877 the Local Government Board expressed the hope that the arrangements would ensure that "only cases which present a reasonable prospect of cure will be passed on from the schools to the new buildings, whilst all those who are obviously beyond curative treatment will be sent to one of the adult asylums," that is to say, to Caterham or Leavesden. Unfortunately chronic pressure on the imbecile accommodation of the metropolis prevented that hope from being realised; they were not only unable to pass on their unimprovable cases to the adult asylums elsewhere and separate them from the better class, but they gradually accumulated a number of helpless, hopeless cases of the lowest possible type of idiocy and imbecility, and they had in 1888 to build pavilions as they are called, with 440 beds also on the same site, for these cases; so that by 1888 you have not only the schools for the better class of children, but you have alongside of them an asylum originally intended for the better class, after they had passed out of the schools, but getting congested with absolutely unimprovable cases, and in addition you have also a new building to take the perfectly hopeless, helpless lowest grade of idiot that I should think this country produces.

1792. Then at Darenth, now, the schools are for 500 children and what accommodation for these imbeciles?—The asylum originally intended for the better class of adult, 1,052: and the pavilions, built for the helpless and hopeless 440; that brings the total up to about 2,000.

1793. Is there any other accommodation for this class of persons ?—Perhaps I might go on with the chronological history. I see that by 1899, of 2,021 imbecile patients in all the establishments at Darenth, more than half were reported as hopeless and helpless, and on that date for want of accommodation elsewhere large numbers of adults, as many as 190 in 1895, and subsequently even more, were retained in the schools proper, so that the schools which had originally been intended for children became partially an adult institution ; and the position was further complicated by the continued demand for accommodation for unimprovable idiots, for whom the institution was admittedly not intended, but for whom there was no room elsewhere. I think the Commission will understand that such a state of things could not go on ; the difficulties of administration became very great. There were the schools under one medical superintendent, and there was the asylum under another medical superintendent, and I think that it was an open secret that there was a great deal of friction between the two establishments; difficulties in transferring cases from one to the other. From 1895 onwards there were repeated reports from Committees of the Managers as to what should best be done. I think there were six reports, and no one report agreed with any other report. In the meantime the managers had purchased some old buildings, formerly the property of the school district at Sutton, and it was decided to turn these into an asylum for the more unimprovable class of imbecile. It is expected that they will accommodate there (the work is still in progress) about 1,280 of that class. When they have got that ready they will transfer, I believe, to this asylum which is to be called Belmont Asylum, the unimprovable class. Meanwhile they have relieved the congestion which had clogged Darenth by renting a house known as Rochester House at Ealing where they have at the present time 156 of the better class of children, and they have also occupied part of an unused hospital near Darenth, called Gore Farm, for some 200 or more of the unimprovable class. By these means they have been able to commence quite recently a new scheme of administration for Darenth. The Commission will recognise that they have these buildings which are there, and they are obliged to utilise them. I am not saying that the scheme which they have now started upon would be the one that would be adopted if it had a clean slate, and could provide buildings as they should be. They first of all have appointed a medical superintendent, who is to be the head of the whole institution. Under him are three divisions of the institution, the one is the schools for the better children where the children will be trained under the immediate head of a matron who is also head school-mistress, the adult asylum has also its staff of officers, and the pavilion is devoted to the helpless and hopeless cases, with a doctor in charge and a resident matron also owing allegiance to the superintendent who is head of the whole. At the schools they are developing the training of the children mentally as far as possible, manually and technically as far as possible, and at the adult asylum they are developing an extensive series of industries. They have always done some work there, but the whole thing had got out of organisation, and they are now making a fresh start which I hope will be successful. The asylums boards are of course very large consumers of various commodities, and their intention is, as far as possible, to supply their own wants. They have already done a good deal.

1794. Agriculturally ?—Yes, agriculturally, but more especially basket-making, mat-making, brush-making, possibly they will do some harness-making and work of that sort, and they have a tin-shop ; then there is a good deal of repairs, boot-making, clothing. In fact, there is a large scope for a very considerable organisation of industry there. That is the point to which Darenth has arrived, and that is the effort which is now being made to set the Darenth administration on a satisfactory basis. It is still in an experimental stage, but I hope that the future will be more satisfactory than I am able to say the past has been.

1795. (*Mr. Byrne.*) What will be the relation between the lowest class, the imbecile department of Darenth, and the Belmont Asylum. Will they both contain the same sort of people ?—The lowest class at Darenth are those for whom the pavilions were originally built We are obliged to retain that class at Darenth because the pavilions are built like a bungalow on the ground floor, and are specially designed for that class. They cannot get upstairs ; they can only be led out in the open air and the sun, and there are no buildings so well-situated elsewhere ; otherwise that class ought not to be at Darenth, but they are pinned there by the buildings. The Sutton class would be a class above that, but a class who are not capable of such industrial development as those whom it is proposed to retain at Darenth. Then going back to another class of imbecile it was found that in course of years that, the inmates who were orginally admitted to Leavesden and Caterham, which I spoke of at the commencement of my evidence as taking the adult imbeciles from the workhouses, became infirm. They were carefully warehoused and they grew old. In addition to that, it was found an increasing number of infirm cases were admitted from the parishes and unions direct, and it has now come to pass that Leavesden and Caterham, instead of containing a large proportion of able-bodied imbeciles, have got a large accumulation of infirm imbeciles, and as a result of that, in 1903 the managers opened a new asylum of a different type altogether. It is located at Tooting Bec, and it originally accommodated 772 of the infirm, or infirmary, class. It is a sort of compromise between an asylum and a hospital. It was intended for cases that need sick nursing or special attendance on account of their infirmity. That has got already so filled up that the managers are obliged to increase the accommodation, and probably they will have to receive a thousand. A recent report from the medical superintendent of that asylum at Tooting Bec draws attention to the great tendency which has now come about to send in cases of senile dementia. The average age of the inmates there on the female side is over seventy-five, and on the male side over seventy-three. It appears that the infirmaries of London, which formerly retained these cases, old people who probably are mentally incapable by their age, bedridden, difficult to nurse, wandering, rambling and so on, are now sending them as certified imbeciles into this asylum, and it is a matter which is really a very difficult problem to know how to deal with.

1796. (*Chairman.*) Do I understand the majority of the people at Tooting Bec are aged and infirm people suffering more from senile decay than anything else ?—Old people suffering more from senile decay. A recent report to the Metropolitan Asylums Board referred to a memo which I read in 1895, which explains the class. I said in 1895, when it was first proposed to build this asylum, "I trust it will be possible to place some form of check on the too easy transmission from the infirmaries of old persons not requiring asylum restraint, helpless in body, bedridden, and doubtless troublesome to nurse, but in mind suffering only from that enfeeblement which is the lot of most whose lives are sufficiently prolonged." That is the class which is now crowded into this asylum. It is a very difficult class to deal with. They require an immense amount of attention, and it is an expensive class to deal with, and it is an embarrassment to know how to prevent the continuance of this system. They are certifiable, inasmuch as they are not able to take care of themselves, and they do not remember things, and they have delusions as to what is about them, and so on. At the same time I do not think they are really a class which we expect to see certified for asylum treatment. That asylum was of course of a more expensive type. The cost, I think, up to the end of 1903 was £263,000, exclusive of the site, which cost £27,000. It stands on twenty-two acres, and, as I said, it contained originally 772 beds, but the administration was arranged for extension to 950. The Belmont asylum that I spoke of, the adaptation of the old school buildings, is a cheap building; it will accommodate, I think I said, 1280, and the cost of the building and site was £103,000; it required mere adaptation. The cost of maintenance of the inmates of these institutions will perhaps be better given by the witnesses who come from the Asylums Board. I have some information, but it would be better given by them, I think, if you agree.

1797. I should think so ?—That completes what I have to say for the moment on the imbecile branch of the Asylums Board's work.

1798. I think I understand pretty clearly that really all these different types of imbeciles are pretty well classified now ?—I think they are in the way of being classified now.

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1799. Would you tell us whether they are certified under the Lunacy Laws—these people that the Metropolitan Asylums Board deal with?—All the adults are certified under Section 24 of the Lunacy Act. Until recently it was customary not to certify the children until they reached the age of sixteen. I do not know exactly why that custom came about. It was known to the Commissioners in Lunacy. They said it was not their practice to proceed against people for not certifying children under sixteen; so until recently these children were not certified. But now the Managers of the Metropolitan Asylums Board are determined that all children admitted at Darenth or elsewhere shall be certified just as if they were adults. It is felt that on the one hand they are exposing the superintendent of the institution to an unreasonable risk, because of course he is technically liable to a fine for every child as long as he remains there, and it also means a safeguard on the detention of the children. As it stood until recently the parent could come down and demand the child, and the superintendent would have no authority to detain such child. So that I may say for the future all admitted to the imbecile side of the Metropolitan Asylums Board work would be certified.

1800. (*Mr. Donkin.*) Does that include those that are educated in the schools?—They will now include those who are educated in the schools. Until recently it has not included the school children.

1801. (*Mr. Loch.*) Any children under the Idiots Act?—No, I do not think they have anything to do with the Idiots Act. Then there is another branch of the Metropolitan Asylums Board's work which came into operation more recently. In 1897 the Local Government Board issued an order entrusting to the Managers of the Metropolitan Asylums Board the duty of providing accommodation for the following classes of children—there were five classes. Only one of the classes has anything to do with the work of this Commission; those are children who by reason of defect of intellect or physical infirmity cannot properly be trained in association with children in ordinary schools. This is a non-certified class. Up to 1897 these children had been retained in the workhouses, or had been placed—a few of them perhaps—in voluntary homes, or had been put into the schools with the other children of the Guardians. As a result of that order the managers provided a number of Homes for these defective children, and in the first instance they decided that they would provide small Homes in London so situated that the children might attend the classes of the Board School—the special classes. The earliest of the Homes accordingly were located near the Hugh Middleton School, Pentonville, where there were classes for that particular type of child—the mentally defective. The number of the Homes has grown; at the present time there is Lloyd House, with an annexe, at Pentonville; that accommodates twenty-eight girls. There is a house in Elm Grove, Peckham, which takes fourteen boys. There are some houses at Fulham which accommodate twenty-two boys, and there is a house at Wandsworth accommodating nine girls, and another house at Wandsworth accommodating older boys. The last return I have here is the 25th February. There were then in those Homes about eighty children. I believe that the reports of the result of these Homes are satisfactory and one condition which the Local Government Board laid down originally was that facilities should be given to the children for mixing with normal children in their play when they are taken out to parks or open spaces, and I believe it is found that they get on very well and that it is advantageous all round; the feeble-minded children are well equipped with toys, which very soon attract the children of the neighbourhood.

1802. (*Chairman.*) These homes of course accommodate very few?—They are quite small homes in charge of a matron, or, in the case of the older boys, a married couple.

1803. Are they the only provision there is for the uncertified feeble-minded?—They are the only provision to date with an exception which I am just going to give you. Of course the whole thing has been tentative, and these have been added to one by one. The exception which I am going to make has arisen out of the fact that a number of these children have passed the age of sixteen. Under the original order the managers were only empowered to retain children up to the age of sixteen. A number of them reached sixteen, and then came the question what was to be done with them. It was thought very undesirable to send them back to the workhouses, and there did not appear to be openings available for them. I do not think any of them have really been sufficiently improved to stand alone in the world. As a result of that, the Local Government Board issued another Order empowering the managers to retain them up to the age of twenty-one. That is merely a stop-gap, because of course when they attain the age of twenty-one I do not know that things will be very different. But they have been authorised to retain them up to the age of twenty-one, and they have placed a portion of them in the unused part of an Ophthalmic School in Essex, near Brentwood; it was a school which was built so that it could be cut up into sections. One section has been entirely separated—absolutely cut off from the hospital side of that school, and they are for the time being, quite as a temporary measure, accommodating some of these children who have reached the age of sixteen.

1804. That is only the ones between the age of sixteen and twenty-one?—Yes; what will happen after they are twenty-one is entirely problematical.

1805. (*Mr. Byrne.*) Will you tell us whether the order of the Local Government Board is merely an Order empowering the Asylums Board to provide for these children up to the age of twenty-one or is it an Order the effect of which is to enable the Board to compel the detention of these children, to keep them there even if their parents wish to take them out?—No, there is no compulsory power of detention; it is merely an enabling Order to allow the Asylums Board to provide for them until the age of twenty-one. There would be no legal authority to detain, I take it, unless they were certified.

1806. There is no such power in the 1867 Act to make such an Order?—Not apart from the ordinary certified imbecile.

1807. (*Mr. Dickinson.*) With regard to the transfers to the asylums, have they the same power as the Guardians would have with regard to these people?—Yes, the original order provided only for children. This Order extends the definition of a child up to the age of twenty-one.

1808. That is all it does; gives the Asylums Board the power the Guardians would otherwise have?—That is all.

1809. There is no new authority over the individuals themselves at all?—No. That is a sketch of the work of the Asylums Board in relation to the defective classes. I do not think so far they have done anything on an extensive scale with regard to the physical defectives, the crippled children. They have considered it and possibly in time may do something, but so far I think they have not embarked on that.

1810. (*Chairman.*) Then you come to the epileptics?—Yes. The Asylums Board have not undertaken, so far, any provision of a special kind for epileptics. They have of course a large number of epileptics, but they are epileptics who are also imbecile.

1811. Epileptics, not of unsound mind?—There is no provision for epileptics not of unsound mind except the epileptics that may be brought into one of these homes of which I have been speaking, but for epileptic adults there is no provision unless they are certified as imbeciles. They mostly remain in the workhouses. I got out in 1893 some returns as to the number of that class, and I found that in the workhouses of the metropolis there were 626 epileptics who were not certifiable. (*The Return was handed in vide Appendix Papers, p. 678a, post.*) About 22 were children, and the rest were adults. I have reason to think that that number is less than the present number, judging from some applications which we have received from the Guardians since; therefore I should not like it to be taken as representing anything like the true number. I also got out their occupations. I found of the 626, that 267 were males, and 359 females. There were eleven boys under sixteen years of age, and eleven female children, 436 of the people were between sixteen and sixty, 189 of them being males, and 247 females. 168 were over sixty; sixty-seven males and 101 females. As to occupations, the majority were returned as of no occupation, 170; the next large number, labourers, 105; domestic servants, sixty-five; needle women or charing house work, sixty-four; then there are ten costermongers;

two farriers; three fitters, seven painters, one ironmonger, one engineer, two tailors, thirteen carpenters, and so on, with a great number of trades represented. In addition there were furriers, gold-beaters, grocers' assistants; so they apparently give us nearly every class of occupation. At the time that I got that return there was a charitable movement starting which resulted in the establishment of the Chalfont Colony, and it was thought desirable that we should watch the working of that scheme.

1812. That is an independent epileptic colony?—For sane epileptics. Guardians are empowered to send cases to such colonies. I believe they have to get the sanction of the Local Government Board in each case, except in the case of children. In the case of children they may send them to a certified home without the sanction in each case, but for an adult they have to get the sanction in each case. But, unfortunately, the accommodation appears to be too limited to deal with anything like the number of these cases that the Poor Law could supply, and I think also, if I may judge from the reports of the colony, there is a reluctance to take cases that have already been in the workhouse. I think they find that they are less improvable than if they are admitted direct. So that there is certainly a great need for provision for the sane epileptic class. I have my own views as to what authorities should or should not provide for that class, but I should like to say that I am giving my evidence entirely on my own personal responsibility; I have no commission from the Local Government Board as to any of the views I state.

1813. We should like to have your views?—My views as to that, and extending to other classes of a similar kind, are that it would be very undesirable to set up two classes of authorities, or more, to deal with the same class of infirmity. What I mean is that, if the Poor Law were to provide for the sane epileptic, it would only be for the pauper class, and it may happen, as it has happened in the past, that the pauper class would be better provided for than the class next above them. It would be conferring a privilege on pauperism which I think would be extremely undesirable. In fact, one has seen an example of what happened in the Metropolitan Asylums Board. Take the case of fevers to begin with. In the early days of the Asylum Board the cases of fevers admitted into the hospitals were paupers and paupers only. There was nowhere else for these fever cases to go to. The result of that was that people had themselves made paupers in order to obtain accommodation which was provided for paupers, and could not be obtained unless you were a pauper. I think I might say that in the case of Darenth I have been aware of cases where a similar motive has been at work. So that, if you set up a colony, we will say for sane epileptics, on a Poor Law basis, you could only admit the Poor Law element, and you do an injustice to the class next above it. I think that, if provision is made, it should be made in such a way that all classes of the community can be received, and that the guardians, therefore, should have the power to send their cases and pay for them just as ordinary people might go in and pay for themselves. Of course the classification of the colony would be a matter for consideration in detail.

1814. You would apply that to all the different classes, not only epileptics, but imbeciles and feeble-minded?—Yes, I think it is a principle which has a wide application. Take, for example, a case of phthisis; that does not immediately concern the Commission, but it is an example of what I mean. I should not care to see Poor Law sanatoria established simply as Poor Law sanatoria.

1815. (*Mrs. Pinsent.*) Would you tell us what you would do in the case of those parents who could afford to pay a portion of the cost of maintenance in one of these institutions, but cannot afford to pay for the whole?—You mean in the institutions to which all classes are admitted?

1816. Yes; the in-between cases which you have been speaking about, who can most of them pay from 2s. 6d. to 6s. a week. How would the rest of the cost of maintenance be provided if it is not provided through the Poor Law?—In some cases it might be provided from charitable sources I should rely as far as possible on charity to meet cases of that description.

1817. Has not that reliance rather failed in the past with regard to idiots and imbeciles, for instance. There are a good many cases, are not there, of idiots and imbeciles who are not in institutions because their parents cannot get charitable relief, and because they cannot afford to pay the full fee?—I am not acquainted with the numbers or the extent of it, but before I relied on anything else I should try to see if charity could not meet a very large amount of what you suggest. If charity cannot meet the amount, of course you would have to fall back upon the Poor Law.

1818. (*Mr. Dickinson.*) How do they do with regard to feeble-minded patients now?—The Guardians sending the case would have power to recover from persons liable.

1819. Who recovers it in the fever hospitals—the Metropolitan Asylums Board or the guardians?—The guardians are empowered to recover, but I do not think they ever do in the case of fever. I am not aware of a case. I am speaking of London.

1820. It is only in London where this operates. There is no provision anywhere else for fever patients to be taken to, is there?—There are fever hospitals all over the country, but they are provided on a municipal basis. In London they happen to be provided on the Poor Law basis.

1821. (*Mr. Byrne.*) If you would not advocate the extension of provision for various classes of defective patients on a Poor Law basis, would you mind telling us what authority you contemplate. Would you prefer to give it to the County and Borough Councils to deal with the education of defective children and with lunatics, or would you recommend a third body?—In the case of defectives I should certainly place it on a county basis, and for this essential reason, not only does the county cover a large area (not always I think large enough, I think you may have to have a combination of counties in some cases), but it is now the Education Authority, and at the root of all this, of course, is the question of education. I take it that every child should have its chance; one child may be capable of education in one direction and another child may be capable of education in another direction. I think it would be very desirable that the whole of the education should be under one control. Then you have the advantage that these classes are tending also into the class of unsoundness of mind, and the County Authority is also dealing with that, so that you have one authority dealing with what I may call the mental side of the question.

1822. Just one further question: you recommend that the county should be the authority and you also lay great stress on the importance of amalgamation of small areas, and I presume you also lay stress on the proper classification of various classes of defects. Would you recommend that there should be any central authority over County Councils and Borough Councils in this matter with power to make inquiry, and to enforce amalgamation where necessary, and to enforce the provision of accommodation, as the Home Secretary now has power to enforce the provisions of asylums, or do you think that the county authorities should be left alone?—I think there should be a central authority.

1823. (*Mr. Chadwyck Healey.*) You suggested in a particular case that was put to you, that it might be necessary to make use of the Poor Law to supplement the expense of maintaining a child at one of the Institutions. Do I understand you to mean, in your view, the Poor Law ought to be altered, because, as I understand the question, a particular class of people is not within the scope of the Poor Law; they are fairly well to do, but not quite well enough off?—I do not quite know what the definition of "destitution" is. It is rather a legal question, but it is perfectly certain that many people are relieved, not because they are absolutely destitute in the sense of having nothing whatever, but because they are destitute of what they need for the moment.

1824. (*Chairman.*) I think you have finished that branch of the subject. You are also concerned with Unions outside London, are you not, or have you anything to say before you come to that?—The Metropolitan Poor Law district, of which I am one of the inspectors, happens to have three extra Metropolitan Unions, one is at West Ham, one is at Croydon, and the other is at Richmond. How they came into the district I do not know, but they are there, I have merely mentioned that because in those three Unions I see workhouses which have not the advantage of having an asylum Board to rely upon, and in those workhouses are the imbeciles, and the defectives, and so

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on, just as they are in the country. Although the guardians do their best, it is not a satisfactory condition of things. As regards Croydon, the Local Government Board issued an order empowering them to combine with the other unions for dealing with the defective class. I do not know whether you have had any evidence as to the Order, but it may interest the Commission because there is an attempt at a definition in it. The Order which was issued in December last is based on Section 8 of the Poor Law Act, 1879, which authorises, with the consent of the Local Government Board, the combination of two or more unions outside the Metropolis for any purpose connected with the administration of the relief of the poor which would tend to diminish expense or would otherwise be of public or local advantage. Under that Order the Croydon, Kingston and Richmond Unions are empowered to provide and maintain institutions which are called joint workhouses; workhouse, of course, is rather a misnomer, but it is a statutory word, and has to be used. One section provides that the persons for whose reception the joint workhouse shall be provided are, first, "epileptic persons who being chargeable to one of the combined unions have not been certified as lunatics; secondly, feeble-minded persons who being chargeable to one of the combined unions, have not been certified as lunatics, and who by reason of mental deficiency are incapable of receiving proper benefit from ordinary instruction, or are incapable of using ordinary means or precautions for protecting themselves from injury or improper usage or treatment, or are incapable of maintaining themselves by work, and who are, in the opinion of the medical officer or medical superintendent of a workhouse (including an infirmary) of any of the combined unions, suitable persons for treatment in a joint workhouse." They have done nothing under this yet. That establishments of this sort should be on a Poor Law basis is not in accordance with the view I expressed. This one is on a Poor Law basis. It is for uncertified paupers of the epileptic and feeble-minded class. We have not yet had any proposal as to the form of establishment which would be provided, but the Order is of interest because it is one of the first of a class.

1825. Apart from that, these unions have no special arrangements made at all for feeble-minded or epileptic persons?—Nothing beyond the workhouse or infirmary. They have at West Ham to some extent separated the epileptics from the ordinary imbeciles, but they have only lately been able to do that. It is a very crowded workhouse, quite unfit for that class of patient.

1826. Have you anything more you want to say?—Speaking of classification, whatever is done it seems to me very great care will have to be taken to provide ample classification. It is the trouble which has befallen the Asylums Board. The trouble which has befallen the workhouses is the difficulty of classifying the numerous varieties of infirmity that come into them. There are classes for whom it would be most difficult to provide. A case came before me the other day. I wrote to Mr. Loch about it, to know if there were any possibility of helping the man. A man wrote to the Local Government Board that he did not want any Poor Law assistance, but simply wanted to know where he could put a son who was willing to work but who was blind, epileptic and feeble-minded. There is no place, apparently. If the man chose to make himself a pauper, the son would be taken into some workhouse and put in with a lot of other people.

1827. (*Mr. Greene.*) Is he a boy?—He is an adult now; I suppose twenty-one or twenty-two years old. It is a very sad case. The man had limited means, two blind daughters and a paralysed wife. He wanted to know whether there was any place of any sort other than a pauper place where he could put this lad, and we had to tell him we know of nothing, and I think Mr. Loch was unable to suggest anything. Combinations of infirmities are very difficult indeed to classify.

1828. (*Mr. Byrne.*) What inference do you draw from that? What would you advise the Commission to recommend in order to secure this classification that is required, supposing arrangements were made for other places in the country?—Perhaps I may give you an example of the line I should be inclined to take myself if I had to deal with it. The Asylums Board were empowered to provide for children suffering from ophthalmia and children who were suffering from a ring-worm. Presently they said, "what are we to do with children who have got both?" I said I thought the first principle would be to deal with the major ailment, ophthalmia, and arrange a subsection of their ophthalmia school into which they could put the ring-worm patients; so I would arrange my colony and then you might have a subsection, you might, say, have a cottage which would take a few of the difficult cases. Let it be within the curtilage of the whole colony, but dealt with separately.

1829. We were told by Mr. Adrian, who was giving us the law on the subject, that in dealing with these matters the Local Government Board do not merely consider and adopt the proposals made to them by the Guardians, but they have power to direct that such and such institutions shall or shall not be started?—The Local Government Board has very wide powers, on paper.

1830. Is that a practical power? In the starting of all the institutions which you have described, and in their utilisation for the various purposes from time to time, has it been under the direction of the Local Government Board, the central authority, or has it been at the instance of the Asylums Board itself, and the Local Government Board merely endorsing their recommendation?—In the case of the Asylums Board there has never been any difficulty whatever, because they have been extremely willing to carry out everything that has been imposed upon them by the Order.

1831. I gather from your evidence that although things are looking very well now, partly from the great strain put on their resources, and partly other reasons, the classification and management have not been altogether what you would like?—Not in the past, under pressure of circumstances.

1832. Do you draw the conclusion from that, that it is a good thing that the central authority should have power to direct practically what description and size of institution shall be started, or do you think if similiar arrangements were made all over the country it would be better to leave it to the initiative and the combination of local authorities in a voluntary way?—With willing authorities it is very easy, but if you have authorities who are not willing in the matter, the power of the central authority which does not find the money, is very limited. It is one thing to direct, but if other people have to find the money to carry it out, one has to think what is the next step, so that really, unless the central authority has some fund in the shape of a subsidy, some power of persuasion of that description, it is difficult to see how they are to enforce their directions. I think we can do a great deal more by systematic organisation and advice. Although being an inspector myself, perhaps I ought not to crack up my own class, I think it is an advantage of the Poor Law system of this country that it has between the central authority and the local authority, an agent or buffer in the shape of an inspector. He meets the local authorities, and he meets the central authority, and he is in touch to a great extent with both those authorities. I think an organisation of that sort goes a long way to get harmony both from the central side and the local side.

1833. Advantages do apparently arise from the fact that the Inspector's district covers the ground of two or more local authorities, so he knows the local circumstances of neighbouring places?—I think an Inspector ranging over a number of similar authorities has the advantage of comparing one authority with another.

1834. We were told by the representative of the Lunacy Commissioners that there was a tendency amongst the lunacy authorities to deal with their own districts as if they were entirely separate entities, to provide asylums for each class of lunatic, and that that was inexpedient and that the asylums authorities did not have close communication with each other. Would it be an advantage that some means should be found of getting over that by calling conferences of local authorities or by calling for statistics and publishing them in the localities?—I think the conferences which are called by the Poor Law authorities which meet every year in different parts of the country and London have done a great deal to promote uniformity in exchanging views between the different Board of Guardians. I think the more you can get together the better. I apply that to the central authorities as well as to the local authorities.

1835. (*Mr. Hobhouse.*) I understood you to say that there is a need for provision for sane epileptics and that preferably such provision should be made by the county council. Is that as against a central authority or if the central authority is not available?—with regard to the sane epileptic, I think I went only as far as to say it should not be on a poor law basis. I was speaking rather of the defective class and imbecile class. I was speaking of the county authority as being the education authority, and therefore the best. With regard to the sane epileptic, I do not know yet how far voluntary effort may be sufficient, because I do not think it has altogether had a complete trial. I think the best arrangement of all would be, if possible, a voluntary arrangement. If the voluntary arrangement is not sufficient, then I think you must go to the county.

1836. In what form would the county make this provision, in a separate establishment?—I take it they would have to follow the model of the German colony which has been copied at Chalfont, that is to say, it is more or less of a village where you have all classes.

1837. Not one building, but a series of small buildings?—Certainly not one building, but buildings not too small. I think at Chalfont they find something like twenty-four inmates in each, a suitable size for their purpose. It would depend on the class you are dealing with.

1838. Have you worked out the figures which would give you the expense per head per week of such form of provision?—No, I have no figures at hand.

1839. Have you any idea where the money would come from, supposing it was not a voluntary provision. Would it come from taxation or from rates?—Part of the money, I take it, would come from people who were willing to pay. They might have some little additional advantage of accommodation. Part of the money would come from Boards of Guardians.

1840. And you would include in this provision all classes?—I would include all classes.

1841. You gave some figures of the number of epileptics?—626, but the figure is not a definite one.

1842. Take it at 630; how many of these people were able to exercise their trades?—I only went into the question of the age. I gave the numbers between sixteen and sixty. I assumed that the majority of those were able to work, but I had no definite information as to how many of them were incapacitated. They were returned to me as mostly people who could work.

1843. In the case where provision is made such as you suggest by county authorities, you would assume that most of the inmates would be capable of working?—I think so.

1844. The large majority?—Yes, in fact the more they are put to work the better for them.

1845. In what way would you sort them out. As many as possible should be put on outdoor work, because it is better for them, but if you had to start the colony that I have in my mind's eye, a certain number would be able to act as servants to those who would desire to have servants. A certain number would be engaged in the artisan work of the colony. I should employ them as far as possible on the self-supporting work of the colony.

1846. How many counties would one colony cover—what area would a colony cover?—I do not know how far the statistics of epilepsy of the kind I am speaking of are to be trusted. Those that have been put forward give you an enormous number of these people, but I do not think you would get anything like the numbers that have been stated. I think it has been estimated at 39,000 for England.

1847. What proportion of those do you imagine would require to be specially provided for?—I should imagine London would form a colony.

1848. If you have to house 39,000 suddenly, it is rather a large additional burden?—I do not think you would; and it does not follow that the whole 39,000 would have to be maintained out of the public rates. There are many people who have relatives and could pay, or who themselves would be only too willing to go to a place of this sort and pay if they only had the place to go to. It is not everybody who can provide the attendants necessary for the epileptic. There is another advantage. If you have people of a given infirmity associated together, they all stand on very much the same basis to one another. The epileptic no longer thinks himself beholden to those around him. He is as good as his neighbour. I think if such a thing was started, that would be an inducement, that principle running through the whole institution.

1849. Are any of these people at present under restraint of any sort or kind?—I am not contemplating for the sane epileptic any power of restraint.

1850. Therefore they would come as an additional burden, and not in relief of the present burden?—Those who are now on the poor rate would not come as an additional burden. On the contrary, I should think it would to some extent relieve the poor rate of the burden which is now upon it.

1851. Can you estimate the amount of that relief?—In this way, for example: I went to West Ham Workhouse recently; there I saw 100 to 150 imbeciles and epileptics, a large number of them epileptics, simply a dead weight on the community, doing no good to themselves or to anyone else. If you could employ only half the number and if you could bring them into an institution which is not a dead weight on the community but is partially supported by voluntary sources, you would to that extent be relieving the rates of the community. But I quite realise that the cost is a matter for very careful consideration.

1852. Have you any idea at what age epilepsy becomes evident?—I find in my return, as you have noticed, I dare say, very few children. Of the 626 only twenty-two were children. I was inclined to think the number of sane epileptic children was very small, but I am told there is a considerable reserve in the homes of the people. I cannot tell you of my own knowledge. Of course at the age of puberty there is a greater tendency to develop epilepsy. You get it at all ages.

1853. Have you ever attempted to trace the cause?—No.

1854. You have never attempted to refer it back to parents, or anything of that sort?—I have seen statistics, but I have made no enquiry of my own.

1855. In this particular case of the man with the blind son, and two other blind children, was any attempt made to trace the history?—I know nothing of the man's history. I merely know I had that application sent to me. It struck me as a painful case, and a typical case of the difficulty of dealing with some of these infirmities.

1856. (*Mr. Greene.*) Do you suggest there should be a central government authority that should provide for the disposal of the feeble-minded and leave it to the local authorities to administer, under the supervision of the Department?—I would have a central control in the shape of an organising and controlling department; in fact, I would have, in a way, the same sort of relation that there is between the local Poor Law authorities and the central authority.

1857. Would you give some such body the power to direct children of feeble-minded persons to be removed from one part of England to another so as to fall within the operation of some treatment specially suited to the malady?—With a sufficient safeguard for parental rights I would.

1858. Do you think there would be any objection on the part of parents who put their children under the care of the Department or the State, to having them removed from, say, Kent to Westmorland or some such distance as that?—You may have objections in some cases.

1859. But you would give power to detain which would involve power to remove?—I should have regard to parental rights. It is not always that parental rights denote the best thing for a child; but I think in the state of public feeling you must have some regard to it.

1860. Would you group counties near to one another in such a way that all these different kinds of establishments should be found within a given area?—I should group contiguous counties, certainly.

1861. Then you would have in each group such groups as we hear of in the Metropolitan district; you would have Pavilion classification and the schools and the others that you told us of?—Yes.

1862. But for specially grouped counties?—Yes.

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1863. You would allow individual children to be removed from one county to the other as classification requires?—Exceptional cases of classification.

1864. What authority would you suggest should group the counties?—That I really have not gone into. Whether it would be a matter for the Local Government Board or the Home Office I do not know. Whichever central authority had the most to do with the particular local authority I should think.

1865. Would you suggest the Local Government Board as being the best Board to deal with it?—I have no view whatever.

1866. You would suggest there should be a central authority to group counties, and then how are the grouped counties to deal with the individuals in poor law areas within themselves?—The poor law case would be sent by the Boards of Guardians according to the nature of the case.

1867. To the county authority?—The county authority would make the provision, I take it.

1868. And the small body, the guardians, would send direct to the establishment formed by the grouped counties?—Yes.

1869. Then it would be for the grouped counties to dispose of these persons sent to them according to the classified places they have in which to receive them?—The whole object of getting a sufficient area would be of course to enable them to classify. It seems impossible for a small area to have cases in sufficient numbers to have any classification.

1870. What is the acreage of the establishment that you have described as the "Pavilion?"—It is on the same site as the schools. The area of the whole is 164 acres.

1871. What part of that would be allotted to the utterly hopeless people in the Pavilion part?—It is rather difficult to assign a particular boundary.

1872. They hardly go out of their house, I suppose?—No, they merely go into the sunshine—there is some garden and grass.

1873. It is almost equivalent to hospital or infirmary treatment?—Yes. It may be about four or five acres that they occupy.

1874. Are they attended upon by the less bad patients from the adjoining establishment?—There is some work in connection with these cases of an extremely repulsive character, and the attendants are assisted to a certain extent by some of the better class of the patients, not in the way of any nursing, but merely coming in to help and to clean. They are in charge of paid officers, and there is a resident doctor and a resident nurse and a trained matron.

1875. What power of detention would you suggest should be given to the authorities that are administering these classifications of feeble-minded people? Would you give them power to detain for life, or is it to be reviewable from time to time?—I am afraid that is rather a question for the Commission than for myself.

1876. I was asking for your suggestion if you could give us one?—In the first place I should draw a distinction, I think, between those who could not support themselves and those who could. It would be a strong thing to take a man who was supporting himself and did not come upon the community in any form and to say to him, "you shall be shut up whether you wish it or not." I think it would be rather a strong rule to have compulsory detention of a man like that. In the case of a man or a woman who could not support himself or herself I think there should be power.

1877. Then a man who could support himself and wished to go free you would say should be allowed to go free?—As long as he could support himself.

1878. He may bring others into the world as feeble-minded as himself. Would you put any restraint upon him to prevent his marrying or in any way to prevent as far as possible his bringing other feeble-minded people into the world?—I do not think it is within the range of practical politics at present.

1879. So that when once he gets out he would be free altogether from supervision and everything else if he could provide for himself?—Exactly; if he maintains himself, and in no way becomes a public nuisance.

1880. (*Dr. Donkin.*) In reply to Mr. Greene, I think you said that a person who had been in an institution for the feeble-minded should be allowed to go out if he could support himself. Did you mean a man who could support himself by his own intelligence, his own work, or who had independent means?—What occurred to me was that it would be very difficult, in the present state of public feeling on the question of the liberty of the subject and so on, to enforce a wholesale detention of feeble-minded persons. If a man was of independent means and able to maintain himself and was not a nuisance to the community, it appeared to me it would be a difficult matter to absolutely detain such a man.

1881. Of course there would be a difference in the case of a man who was able to earn his living by his own efforts. Presumably most of those would not be very harmful or dangerous to the community, whereas a man who had private means might be exceedingly harmful—dangerous to the community both from the sexual point of view and otherwise?—That is quite possible. I merely speak of what I think would be practicable, not what would be ideal,

1882. Would you think it would be desirable, supposing a man was acknowledged to be in many ways dangerous to the community, to have some means, whether he could support himself or not, of detaining him?—In an ideal community I dare say it would.

1883. Going back to the admission of children into the Metropolitan Asylums Board institutions who are not certified, and not intended to be certified—in other words those who are supposed to be improvable—I want to know how those are admitted, where they come from into the Asylums Board institutions, and how they are certified—on what representations they are admitted?—All cases are sent to the Asylums Board by Boards of Guardians—all cases of imbeciles or defectives. The imbeciles are certified under the Statute, but the defectives are not certified. There is no Statute under which they could be.

1884. It is about the defectives who are not certified I wish to know. Are they represented to the Boards of Guardians by the medical officers of the workhouse?—Yes, that would be the usual way, or possibly by the superintendent of the school. It would come to the Guardians' knowledge in various ways, possibly the relieving officer would report.

1885. Do they all come with a certificate from the medical officer?—There are certain forms of certificates which have to be filled up, provided by the Asylums Board themselves. I dare say the witnesses from the Asylums Board will be able to give you a sample. It is not a prescribed form from the Local Government Board; we have not yet issued regulations for these homes. The whole thing is experimental.

1886. So far as you know they are not searched for; they are simply represented by the parents or by the school authorities, or by the officer of the Poor Law Guardians?—They are not searched for by the Asylums Board. The Asylums Board simply receives them and provides for them. They are found by the Guardians in the course of their ordinary machinery of Poor Law relief.

1887. Such certificate or report as is signed by the medical officer is done at the wish of the school authority or the Guardians?—I believe the practice is that the Asylums Board have a notice on which certain particulars are to be filled up as to who the child is, and the rest of it, the freedom from infection and particulars of that description. That is signed by officers of the Guardians, sent to the Asylums Board, and arrangments are made for the admission of the child.

1888. Do you think generally the medical officers of workhouses would themselves take any initiative in finding out or representing that certain children were proper subjects for care?—I am not sure that in all cases they would. It is one of the difficulties if you set up a machinery of this sort. It is the old case of providing the pigeon house; sometimes you cannot get the pigeons into it. For example, the Asylums Board provide convalescent homes for children but the machinery for transmitting the children (these are not defectives, I

am merely giving it as an example) appears to be rather defective. They cannot get enough children to fill these homes. One reason is, I think that the officers are not fully aware of the actual existence of the homes. There needs some initiative, as you suggest, at the Guardians' end of the chain.

1889. (*Mr; Dickinson.*) I think you told us that all the patients of the Metropolitan Asylums Board, with the exception of what we know as feeble-minded, are certified ?—All the mental patients.

1890. All the adults and the children ?—Yes, in the imbecile asylums.

1891. All the children in Rochester House are certified, then ?—Yes.

1892. Of course there are some imbecile children, very bad children, but there are a very great number of them who would be very nearly defined as feeble-minded rather than lunatic ?—I do not think you can draw a line between them. I think it is a mere question of chance whether a child, in the Metropolis, is a defective child under the Asylums Board or a child in Darenth.

1893. Do you know whether there is any difficulty, now that the Asylums Board have insisted on the certification of all the children by the doctors, in certifying them ?—I have not heard of any.

1894. It must be rather a responsible thing to certify a child of very tender years as a lunatic. They have to say "lunatic, idiot, or person of unsound mind" ?—Yes. Hitherto Darenth has not been available for children under five. That is not because it is prohibited by order, but because the Local Government Board have discouraged the admission of children under five on the ground that up to that age it may be too easy to make a mistake in the classification. I think it is the practice of some of the idiot asylums not to take children under the age of five or seven or some age of that sort.

1895. If it is possible now to certify a child, such as some of those who are in Rochester House, it would not be a very great extension to certify the feeble-minded children ?—You only pass your border line to another point.

1896. You agree that there is very little difference between many of those children there ?—There is no difference between the two ends—the ends that approach each other—but there is considerable difference between the opposite ends.

1897. But from what you know of the children who are treated as feeble-minded by the Asylums Board, and the children who are certified as imbeciles in Rochester House, you would say there is no very great difference between them ?—There is no boundary line, although between the opposite poles, the helpless and hopeless cases at Darenth and the best cases at Rochester House or in the Defectives Homes, there is an infinite difference.

1898. I am talking of the eighty children who are at the present moment being treated as defectives ?—A number of those should no doubt be certified. It is a mere chance of the particular doctor.

1899. You said in your opinion it would be an advantage if the epileptics and the defectives were withdrawn from the administration of the Poor Law. I think you went further, and said that in your view that principle should extend further than the defectives. Would it extend to idiots, imbeciles, and lunatics ?—I fail to see myself why, in London (except that the thing has grown up so by the accident of history), there should be two authorities dealing with mental defect—why the County Council should be dealing with one form of unsoundness of mind and why the Asylums Board should be dealing with another form, there being no distinct difference between the two.

1900. The tendency in your opinion would be to withdraw the lunatics and imbeciles from a Poor Law institution such as the Metropolitan Asylums Board ?—That would be so, with this proviso, that I certainly do not think that the costly nature of asylum which has hitherto been provided by the counties should be provided. I see no need for it.

1901. I suppose the Metropolitan Asylums Board's buildings are as costly as the county asylums ?—No. I gave you the cost of the Caterham and Leavesden asylums, which come out to not very much more than £100 a bed.

1902. But you told us that the Tooting Home was very expensive ?—That is a hospital.

1903. Of course in a county pauper asylum the inmates are paupers ?—They are called pauper lunatics.

1904. But the cost of maintaining them is usually recovered from the relations of the lunatics ?—Yes.

1905. Is that not done in the Metropolitan Asylums Board too ?—The Metropolitan Asylums Board is a purely Poor Law authority except as regards fever and smallpox. There is the power for the guardians to recover the cost of maintenance from relatives, and in some cases they do.

1906. But as regards lunacy, I want to get from you clearly what is the difference in the position of a lunatic who is in the Metropolitan Asylums Board asylum, and one that is in a county asylum. They both come from the pauper class, because they are both of them pauper lunatics ?—Not all the cases in the county asylum are paupers.

1907. I think so, except those who pay ?—Exactly. You do have some who pay. The Asylums Board cases are all paupers.

1908. The great mass of the inmates in county asylums are pauper lunatics who are sent by the Guardians and paid for by the Guardians per head ?—Yes.

1909. What is the difference between the inmates in the county asylums and inmates of the Metropolitan Board's asylums ?—Like yourself, I fail to distinguish any line of definition between them. Of course in your asylums you have cases that require curative treatment. You have acute cases of insanity, whereas the Asylum Board is not supposed to take those cases ; it takes cases of the harmless, chronic class.

1910. We do send patients backwards and forwards from one to the other ?—That is so. It is alleged that the old class of imbecile that used to come into the Asylums Board asylum when the Caterham and Leavesden asylums were first started, no longer finds its way there, but apparently goes to the county asylum. At any rate, he has disappeared, if he does not go there.

1911. You mentioned the senile decay people ; those who are insane from old age. They, you say, are sent by the Guardians to the Metropolitan Asylums Board asylums ?—The Tooting Bec Asylum.

1912. They are also sent very largely to the county asylums, because there are a great many in the county asylums ?—I do not know anything of the number in the county asylums.

1913. The reason why they go to Tooting Bec is that they are infirm, and want to go to some infirmary ?—Tooting Bec was built as a hospital asylum ; the cases which used to be kept in the infirmaries of the Poor Law Unions are now largely sent to Tooting Bec.

1914. I suppose you agree, all those people could be dealt with much more cheaply by some institution differing from Tooting Bec and the county asylums ?—I am not sure that the senile dements who are sent to Tooting Bec could be dealt with cheaply, because they are cases which require enormous care in nursing. They would be very troublesome in any hospital.

1915. I suppose those who are infirm are physically ill too ?—Some of them are bedridden and wet and dirty cases.

1916. We have been told (I forget whose opinion it was) that it would be much more cheap to treat these old senile dements in other places than asylums. You have said to-day that you think it is impossible—that they want such places ?—I should have to ask what you mean by senile dement, before I could tell you what I expect it would cost.

1917. I mean the people who would be left in the workhouses, and who are sent out to get rid of them ?—You may have some who are not bed ridden, who only want a little housing care. On the other hand you have some who need the greatest care in the world to prevent bedsores and to nurse and feed ; that last class would be an expensive class. The first class need not be very expensive ones to deal with.

1918. I want to get a little more clearly what you stated about the system under which the charges are recovered at the Metropolitan Asylums Board Fever Hospitals. I believe that relief in a fever hospital does not pauperise ?

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—Originally it did, but Parliament came to the rescue. One of the statutes—I think it was the Poor Law Amendment Act of 1888—provided that it should not pauperise; that non-paupers should be admitted into fever hospitals.

1919. Now you say they do not, as a matter of fact, try to recover the cost from anybody?—I have not heard of their recovering the cost. The Guardians have the power, but I do not think they exercise it.

1920. That in the provinces is not under the Poor Law at all?—In the provinces the fever hospitals are provided by the sanitary authority of the district.

1921. Therefore no introduction to those hospitals pauperises the inmate?—The fault of London is that it proceeded a little too soon. London, at the time the Asylums Board was instituted, had made no provision for dealing with fever and small pox—people used to send those cases into the workhouses. The Asylums Board was instituted to relieve the workhouses of these cases. In the country, by the time the pressure came, the sanitary authorities were set up and they provided hospitals Arising out of the question Mr. Dickinson put, we have had a proposition from the Asylums Board that they should be authorised to transfer the better class of cases from their imbecile asylums to defective homes on probation. He was speaking of the point where the two classes come together. Apparently they have some idea that it may be possible to discharge certain of their imbecile patients to the defective homes, or to some defective institution eventually, but that at present is under consideration.

1922. (*Mr. Byrne.*) What do you mean by the defective homes?—It would apply to whatever is provided for those who have ceased to be children—I may call them the "after-care homes;" not the existing homes.

1923. As a matter of fact, nothing has been done at all, in accordance with the recommendation of the Select Committee on the Cottage Homes Bill, as to providing for imbeciles and epileptics outside institutions of the Asylums Board?—In London the Asylums Board has anticipated the recommendation of the Cottage Homes Bill Committee by admitting these cases out of the workhouses except the sane epileptics. In the country some commencement has been made in certain districts. You probably will have evidence from the country inspectors as to that.

1924. (*Mr. Loch.*) Is there any return of the number of the feeble-minded in the workhouses and infirmaries in London?—I am not able to give the figures.

1925. With regard to the number 39,000, that refers not to London, but to the whole country at large?—Yes. That is an estimate of the Chalfont people.

1926. With regard to these various classes of people who are defective, or whatever we may call them, they merge one into another. Would it be possible to have a general covering certificate, and then subdivide, so that I suppose, after scrutiny you might be able to say such and such a person is in such and such a class. Would that system work?—It would entirely depend on the amount of classification that is provided.

1927. I am taking for granted that it is such as you suggest. You have on the one hand a lunatic, and on the other hand a partially able feeble-minded person. Would it be better to have a general certificate which would allow an authority, the joint county authority or whatever it may be, to place them in any of the various institutions at its disposal?—I think it would be better. If that were so I should like to see some periodical check on the certificate in the colony or institution.

1928. How would you suggest that might be done? You would not trust it to the actual medical officer of the institution itself?—No, I would rather see an outside opinion come in.

1929. You might associate that with inspection of the institution?—I think so.

1930. Would you have a method of detention? As I understand these asylums, defective cases, except so far as they are certified, are not kept under any form of legal detention. Would you have in what we now call uncertified cases any certificate of detention?—All the adult cases in the imbecile asylums are legally certified and detained, and now the children in the imbecile asylums are legally detained and certified. Until lately the children had not been certified.

1931. During all that period they were not detained physically, but as a matter of fact they did not go out, I suppose?—I think if you get a defective child early he very rarely wants to go out. Going through Darenth I have never been troubled by inmates wanting me to get them discharged. If I go to an asylum where the people have come in as adults, then one cannot go through a ward without a number wishing to get their discharge. If you catch the case early it is not the individual who wants to go out, the main point of detention is rather to guard that individual against his friends.

1932. You would say detention might be a useful thing with regard to women of, say, over twenty or twenty-one?—I think you should have powers of detention for those people who cannot provide for themselves elsewhere.

1933. With regard to finance, do you think it would be a good plan if any kind of bonus were put forward, in this way, that the Government department could say, if the county people made a fund of such an amount, they might receive from the Government a subsidy of so much for the establishment of the institution. That is following to a certain extent a precedent abroad?—Yes, it would give the Government an additional power. The great danger is the risk of extravagance when you have subsidies.

1934. Perhaps it cuts both ways. The charities are often economically managed because the money has to be considered. I was in hopes possibly by this method an element might come in in the nature of an economical element?—I think the subsidies should have regard to ecomony of management.

1935. It would allow of a control which is not now possible?—That is so.

1936. With regard to other sources of revenue, such a grant as that might possibly come from the taxes. The institution once started might be financed by the guardians or the neighbourhood paying for the cases that they send. Would that meet your views?—Yes.

1937. In that case the burden would not fall entirely on the rates, but, according to the classification and the purse of the individual, the charge would be?—Yes. I rather anticipated that there might be a relief to some extent to the rates by the power of the private purse being recognised.

1938. Would you arrange that grants from an endowed charity might be received?—Yes.

1939. In that way you would bring the charitable element into relation with the official?—Yes.

1940. Would you leave the management of the institutions, subject to inspection and control, in the hands of charitable people, as they do in Germany?—I should like to see power given to whatever authority is set up to recognise charitable institutions subject to inspection.

1941. The inspection being the same as with other institutions directly under the local authority?—Yes.

1942. With regard to sums which have been spent at Tooting Bec, what check was there on that from the point of view of the Local Government Board?—The check consists in a plan with an estimate being submitted to the Local Government Board. The plans are gone through and any suggestions they can make for reduction are sent to the managers. The managers reply whether they can or cannot, giving their reasons. Eventually the board in most cases consents to a loan for the amount. I do not all that a good check.

1943. Is there really any check in force in that way. Suppose the charity is willing to pay, and the rate does not seem excessive, can there be any stop put upon it by the Local Government Board?—The Local Government Board could decline to consent, but it is difficult for it to enforce its refusal.

1944. Would you be in favour of any independent financial governing authority with power of refusal?—I have not thought out any system of that sort, but I should be very glad to see some better check than at present exists.

1945. The effect of such a check would be that a large expenditure of money would not be incurred in reference to cases, which with classification are easy to manage?—If you have an efficient check.

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1946. And that might mean a considerable saving of money ?—An efficient check is most desirable. I have not thought out the details, but it obviously should be provided. I have not come prepared with opinions, but I am answering to the best of my ability the questions which are put.

1947. (*Dr. Dunlop.*) Regarding the Homes and the detention up to twenty-one; if the cases are not certified would you tell us in a few words why they are not certified ? Are there psychological reasons, or is it a matter of convenience ?—You use the word "detention." There is no power of detention.

1948. I ask why they are not certified. Surely persons of unsound mind, requiring care, should be certified ?—That is a question for the medical man of the guardians. If he does not see his way to certify them as fit for Darenth he says they are of defective intellect, then there is no other place for them to go to. I cannot go behind his mind as to why he has not certified them.

1949. Is there any difficulty in certifying them ? Remember I am a Scotchman. I do not understand the English certificate. There may be more difficulties than there are in Scotland. This is a very good case to put the point. Why are these cases uncertified ? Is there any fault in the lunacy law ?—They are uncertified because in the opinion of the medical man of the Guardians he is not prepared to certify them as imbeciles for Darenth I am afraid I cannot go behind that.

1950. Does he consider them imbeciles ?—If he considered them imbeciles he would have certified them for Darenth.

1951. But they are there as imbeciles in a psychological sense ?—No, they are there as defectives. The defect might range from anything to anything.

1952. Surely defect in childhood is imbecility ?—I am afraid I cannot recognise that.

1953. I thought you might help me to fathom that. What is the difficulty ?—The difficulty is the difference of individual opinion and the difficulty of the border line.

1954. And the difficulty of complexity of terms. A defective child and an imbecile child are one and the same thing ?—There is great confusion of terms. In America "feeble-minded" covers absolute idiocy. In London the term "feeble-minded" means something less than imbecility.

1955. "Feeble-minded" means unsoundness of mind, does not it ?—Not necessarily.

1956. Is there any difficulty in the way of certification ? Am I not right in saying medical men are afraid to certify doubtful cases for fear of an action at law, in England ?—I do not think that would come in, with this class of child.

1957. As regards discharge from these places, what rights have the Metropolitan Asylums Board of discharge ? They have complete right to discharge when they like and nobody can interfere with them, have not they ?—Are you speaking of the imbecile asylums or defective homes ?

1958. All the classes that you mentioned ?—They are on a different footing. The imbecile asylums contain people who are certified, they are discharged under the provisions of the order of the Local Government Board. The provision for discharge of patients is as follows:—The Asylum Committee, acting under the advice of the medical superintendent, may discharge from an asylum any pauper who, for reasons which they shall deem sufficient, it is not expedient should continue therein.

1959. No outside inspecting body has any control over the discharge ?—The Lunacy Commissioners visit.

1960. But they cannot prevent discharge ?—I am afraid I cannot tell you what are the powers of the Lunacy Commissioners in the matter.

1961. At all events, they never interfere as regards discharge ?—I cannot tell you that. This is the provision for the ordinary discharge of cases from the asylums.

1962. Then one of your statements you might like possibly to amplify: you say these cases ought to be discharged when they are able to support themselves. Would you not add the words, "and behave themselves" to that ?—Are you speaking of the certified cases ?

1963. Your own recommendation that all those feeble-minded or defective people should be detained in suitable institutions until they are able to support themselves ?—I think I was asked as to powers of detention, and my answer was that in the present state of public feeling I do not see how you could enforce detention on people who were not certified as of unsound mind, and who were able to support themselves without being a nuisance to others.

1964. Would you not add, "and behave themselves." Some can support themselves and yet behave in a disgraceful way—a sexual pervert, for instance ?—It would come in under my word "nuisance."

1965. Have you any returns as regards boarding-out these weak-minded children ?—No.

1966. Is it a practice at all up here ?—Not within my knowledge; it may be done, but I have nothing to do with it.

1967. Not under the Asylums Board ?—No. The Asylums Board has no power to board out; it provides institutions; it is entirely an indoor body.

1968. (*Mr. Burden.*) I think you told us Chalfont found inmates sent to them from workhouses were less improvable than others. Can you account for that ?—I can readily believe it without going into any detail or explaining it. I can imagine that a man who is drafted into a workhouse and has not been occupied with healthy work, as he ought to be (it is very difficult to employ inmates of a crowded workhouse in congenial work) would deteriorate—get into a groove or rut.

1969. That reference was to adults more than to children perhaps ?—Yes.

1970. Mr. Shadwell told us that many feeble-minded could be better and more cheaply provided for in workhouses than in specially provided institutions that are not asylums or workhouses. Are you of that opinion ?—You can certainly provide for them very cheaply in workhouses, but that is not the whole question.

1971. Better, I think, he said ?—There I should differ.

1972. What would you do with the aged people who are now at Tooting Bec, whom you think it would be better to detain elsewhere ?—I think if they did not want asylum treatment in the way of restraint, that they might be treated as they have been hitherto, in the sick wards. They are more within reach of their friends there, and they have old friends and acquaintances in the same wards coming from the same district. They have been treated there hitherto, and in many cases treated exceedingly well.

1973. (*Mrs. Pinsent.*) We are very anxious to ascertain the number of feeble-minded inmates of the workhouses. Could you give us the benefit of your advice as to the best way of doing it. I take it there are a great many still left in the infirmary wards of the workhouses, especially in the country districts, and also a great many girls go to the maternity wards of the workhouses and come out after confinement; also there are a good many feeble-minded tramps and vagrants. Can you tell us what would be the best method of ascertaining the number in the country who are in and out of workhouses and detained in workhouses. I am speaking of all ages ?—In the first place, there would be a great tendency in any return that was got, unless it was strictly limited, to do what was done before, that is to include a great number of these old people among the feeble-minded. I take it you do not want to know much about them because you can do nothing with them. A return was obtained by the Local Government Board some years ago. A question was sent out which was not framed by the Local Government Board; it was framed by an Association. Unfortunately the question did not provide against that fallacy. The result was the returns which were sent in were not worth much. They included a great number of old people. I do not think a return of that sort would do any good. It is much easier to ascertain the number of feeble-minded children than the number of feeble-minded adults.

1974. Has any effort been made to ascertain the numbers who go in and out of maternity wards and casual wards ?—I am not aware of any general effort except that return which I have just spoken of. I am not aware of anything beyond local efforts to ascertain that.

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1975. I suppose it would be a very difficult thing to do because the numbers are perpetually altering?—It would be very difficult, and you have the difference of medical opinion which puzzles Dr. Dunlop.

1976. Do you think the medical officer under the Poor Law system, from your experience of him, would be the best person to diagnose feeble-minded persons?—I should like to draw a distinction between the case of children and the case of adults. With regard to children, I should attach more importance, almost, to the view of the school teachers. I should say the opinion of the school teacher, tempered by medical opinion, is the best. I should rather be inclined to ask the school teacher to say what children are not educable in the ordinary school, and for what reason, and to check that by medical opinion. In the case of adults you cannot do that.

1977. You are speaking of Poor Law children now?—Yes, I know of no others.

1978. You have no method which you can suggest to give us an accurate return of the feeble-minded?—I do not think there is such a thing as precision in this matter. You cannot count them like so many bricks. Opinions will differ so much. If you were to make two counts with two different experts, I do not believe you would get anything like the same result. You cannot get complete precision; that I feel confident of.

1979. Which medical man would you consider could give the best opinion. Would you consider the opinion of the infirmary doctor, or the opinion of the medical man who had been ascertaining these children for the purpose of the Epileptic and Defective Children Act, more likely to be of value?—I should like, if possible, to get a combination of opinion; and I should like the opinion of those who had most to do with the child, to come in. I should attach value to the opinion of a school mistress who had the opportunity of watching the child for hours. Take your expert and let him see a child for five minutes; that may be very valuable, but it is not convincing.

1980. Is there no one in the workhouse who would answer to the teacher—the matron and master?—I think the average master or matron would be able to give a very fair opinion as to who was feeble-minded and as to who was not.

1981. (*Chairman.*) There is one thing that has been suggested to me to ask you, whether you have had any experience of foreign institutions for feeble-minded and defective people?—No, no personal experience.

Miss MARIAN HARRIET MASON, called; and Examined.

Miss Marian Harriet Mason.

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1982. (*Chairman.*) You have a long official experience of the matters which we are here to enquire into?—Nearly twenty years official appointment.

1983. During that time you have been Inspector of Boarding-out?—I have been Inspector of Boarding-out beyond the Union. I was the first Inspector, and for thirteen years the sole Inspector. Therefore I had the whole of England and Wales to inspect.

1984. Previous to your official experience, you had some years experience of boarded-out children in Nottinghamshire?—Yes, within the Union. I supervised them through Committees of ladies whom I appointed with the concurrence of the Guardians.

1985. Would you be willing to allow the notes of your evidence to be put in as part of our minutes?—Yes, I should be very glad to do so. Perhaps I had better explain what these volumes are. These are notes that I have taken on every separate case. I have not had time to search these for all the cases of feeble-minded children which have come under my inspection, but I have them here, and if there is any case which should ever be wanted I have its full details visit by visit. Those I have given examples of I have got here. I have noted one or two special cases on slips which I will refer to.

Précis of evidence put in by Miss Marian Harriet Mason:

Official experience:—Nearly twenty years' appointment, dating from 2nd November, 1885.

During this period I have therefore organized, or helped to organize, and inspected the work of, roughly speaking, 400 or 500 boarding-out Committees, and carefully inspected thousands of children and their homes one by one. And as I always visit the schools they attend, I must have visited many hundreds, or perhaps thousands, of schools all over England and Wales.

Previous Experience:—Four years supervision of all the children boarded out within the Union throughout the whole of Nottinghamshire. With the concurrence of the Guardians I appointed a staff of ladies to supervise the children boarded-out in each Union. I received reports from them periodically and transmitted them to the Guardians. I also attended each Board of Guardians by their invitation, or consent, whenever I had anything to speak about. I never became a Guardian, thinking it more useful to devote myself to one special work, the care of the children, throughout the whole country, rather than to give my time to the narrower local work of a Guardian of one Union.

I was also, for some years, Head (for Notts) of that department of the Girls' Friendly Society which looks after Poor Law girls; and I was also Central Head of the department of the Young Men's Friendly Society, which looked after Poor Law boys and young men.

Experience previous to this:—A whole life spent among the poor or working people, as a friend, doing every thing required for them. Mother, grandmother, brothers, and sisters all engaged all their lives in the same manner—visiting houses, nursing the sick, teaching the children, in Sunday and day schools, or in my father's house; holding classes for girls, boys, men and women, or teaching them singly. For one year I had a night school for boys and young men in Norfolk. For about twelve or fifteen years I had a night school for boys and young men three times a week in my father's house in Nottinghamshire. I have cooked for the poor, made and mended for them, washed them, disinfected for epidemics, and in fact lived their lives with them. From the time I could walk till fourteen years old this experience was gained in a very poor part of South Wales. Then, until 1885, all over my own county of Nottinghamshire, with time divided between it and the parish of a clergyman brother in Derbyshire, colliery and agricultural—with an interval of one year in Norfolk, spent in absolutely nothing else but looking after the poor.

The experience which I am giving is, therefore, more that of my whole life than that of my official work—especially as the Local Government Board discourage the boarding-out of mentally defective children, and when I have found any such boarded-out, I have nearly always recommended their removal. There are, therefore, at present very few such boarded-out by the Guardians beyond the Union. Of all those cases of feeble-minded children which I have met with during my course of twenty years' inspection, I can only remember a few who were kindly treated.

As the extracts appended, from my annual reports, will show, I have not found that foster-parents have the necessary patience with them, as a rule.

There is a class difficult to define, which lies between those of average intellect and actual imbeciles or idiots, namely, children and persons who, though able to act and speak like others, or to do a certain amount of work, even earning their own living under supervision, are not yet of sufficient capacity to be able to protect and take care of themselves when out in the world at large.

Period of Childhood and Training.

Special schools and classes are no doubt advantageous for feeble-minded children. Those who attend them, however, should not be boarded-out, but lodged, boarded and protected in special institutions. No children should be boarded-out for the purpose of attending such classes Foster-parents being ordinary house-holders, and not only

untrained, but with no idea of devoting their lives to the care and training of the feeble-minded, have not, and cannot be expected to have, the patience required for dealing with such cases in their own ordinary homes. They become exasperated with the stupidity, obstinacy, or disobedience of the mentally defective child, and resort to the use of the stick in temper. Home training for such children is as necessary as school training, and the benefits obtained by the teaching at the schools are not sufficient to compensate for absence of care and kindness at home. I have absolutely no sentimental objection to the use of corporal punishment, especially in the case of boys, some of whom undoubtedly require it sometimes. But it should be given for appropriate offences, and applied in a judicial manner. It is quite a different thing to knock a child about from exasperation and temper, and particularly for mere refusal to work or to carry out orders. And in the case of a feeble-minded child this kind of treatment (not deserving of the name of punishment) only tends to dull and deaden the faculties still further.

Further, with regard to bruises caused by foster-parents with sticks, scarcely anyone understands, how the long and wide experience of an inspector only shows, as a rule, the means by which such ill-treatment is discovered. Those who knock children about in temper usually do so by seizing them by the left hand, and striking them anywhere with the right. The stick, therefore, ordinarily catches the child on the left shoulder, or on the upper part of the arm, between the shoulder and the elbow, where, if anyone were to try to fall, he could not, as the arm curves inwardly. When I find a bruise thus situated I usually undress the child still further, and often find bruises of a severe character elsewhere, especially on the thigh on the same side. I could give any number of instances, if desired, from my own note-books. It is generally urged in defence of the foster-parents that these bruises were caused by play, and only great experience is able to decide to the contrary. Such bruises can only be seen by undressing the child, and, even when seen, can only be estimated by having undressed a very large number (I have now undressed many thousands).

Even a boarding-out Committee, supposing them to inspect thoroughly, have only a limited number to undress, and these always the same from year to year. And, happily, the number of ill-treated amongst them are comparatively few. A doctor or a nurse has, perhaps, less expert knowledge than anyone else for discovering bruises and recognising their causes, for they only undress cases of illness or ill-treatment already discovered, and which are severe. They do not undress child after child in normal circumstances and surroundings and in ordinary health, as do the Boarding-out Inspectors.

If any previous special qualification is necessary for an inspector, I should say that the best and most practical is that of having been brought up among a large number of brothers and sisters, sharing each other's rough games. To that experience both my two colleagues and I may lay full claim, all of us having been members of large families.

Instance.

Albert M——, age about ten or eleven, chargeable to Chippenham, boarded out at Bristol, under the Clifton Committee.

This, I am glad to say, is the only case which has come under my official inspection of a child boarded out in order to attend special schools or classes. He was boarded out at Bristol in order to attend special school classes for the feeble-minded. I found him at home, working with a canvas apron on, and with bruises on him caused by a stick, with which he had been beaten because he did not work properly. His foster-mother complained to me that he was "no use," and appeared to think that he was placed with her only to be of use as a servant. She was receiving a considerable sum beyond the usual maintenance and clothing allowance in consideration of his infirmity. Nevertheless I found his clothing insufficient, and his bed poor and not warm enough, neither did the boy attend school regularly, as there was no one to take him to school, and he constantly played truant. The Committee fully agreed with me that he should be removed, and he would have been sent to a proper Home or Institution for the Feeble-minded if there had been one able to receive him, but there was none. Therefore, on account of the special difficulty of the case I helped the Committee to find a fresh home for him, it being no part of my duties to find homes for children. I visited the fresh foster-parents myself, and impressed upon them the need for extreme patience; told them that the boy would be irritating, troublesome, and disagreeable in his habits; that they must not expect him to be of the least use, but the reverse; that they must only have pity on him for those defects which he could not help; and that, though paid for him, they must look upon their charge of him in the light of a good work for an afflicted and motherless child. They promised me to do so, and at first did so. I found things satisfactory on my first inspection of the boy in this home. But on my second inspection the next year (1903) I found the boy again marked with a stick, and again I heard the same complaints of him—that he was so tiresome and would not do what he was told. Nor could they trust him to go to school by himself, and there were constant disputes between the schoolteacher and the foster-parents as to whether he loitered and played truant on the way, or whether he was kept at home to wash up the dishes, etc., and do other work before starting. When in his first home he was attending a special class at an ordinary elementary school. I visited it as it was breaking up, and such children as I saw seemed to be about the boy's own limit of intelligence. The teacher seemed to take an interest in the children, and said that the boy was improving. When in his second home he was attending a special school for feeble-minded, cripples and defectives. The schoolmistress there seemed to take a great interest in the children, and said that the boy was improving, and capable of a certain amount of learning. But the associations did not seem to me to be conducive to brightness and intelligence, Some of the children were cripples, and others seemed to be complete idiots, one or two crawling, and throwing themselves on the floor, and apparently unable to keep still. On my report of the second home the Guardians removed the boy back to the workhouse, where, I am informed, he is well, and able to make himself useful by helping the baker. It should be observed that I was myself quite as much responsible for his second home as were the Committee, and that I did my best to find a home for him rather than return him to the workhouse, as there was no suitable Institution to be found for him. Nevertheless I cannot say that the advantages gained by the teaching in the special school seemed sufficient to counterbalance the disadvantages and dangers of being boarded out.

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Although this is the only case within my experience of a boarded-out child attending a special school or class, it is not by any means my only experience of feeble-minded children boarded out.

Further, even real parents of the working-classes cannot give the time and attention necessary for looking after their own children out of school hours. Many years ago, in my own neighbourhood, a very respectable woman and well-to-do, the wife of a wheelwright, asked me if I could find an institution to which she could send her feeble-minded daughter just growing up. She was quite willing to pay anything required for her maintenance, but at that time there was no institution existing for such cases. She said the girl must have air and exercise, and she could not keep her always in the house, and had not the time to go out with her, and when the girl was out of her sight, never had an easy moment for fear of what might happen to her. "Lest any one should take advantage of her" were her words. I used to teach this girl myself, and knew her well. She was well-disposed and harmless, strong and healthy in body, could just read and write, and learn by heart to a certain extent, but had not sufficient mental capacity for her own protection. If, therefore, real parents of the working classes are not able to look after their own children, is it reasonable to expect them to look after other people's children boarded out with them?

I will give another sample case: A respectable woman, in another village in my own neighbourhood, not strong mentally and of feeble health, had two daughters and one son, all deficient in intellect. The two daughters went to service, being of sufficient capacity to make quite good servants, but not to protect themselves

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The result was that one of them had a child, if not both, the family being on out-relief, and now all are, or have been, in the Retford workhouse.

Feeble-minded children therefore, attending special schools or classes, should not be boarded out, but lodged in special homes or small institutions, each under the care of a qualified matron or woman superintendent. *Boarding homes* should be provided.

Special training in special schools, classes or institutions, may be, and no doubt often is, of great benefit to children of this description, but no training can supply mental fibre which is lacking in the natural constitution, and whatever improvement may result, the expense and the trouble are thrown away, if the child, later, is thrown out into the world without being able to protect and take care of itself. Protection, shelter, and care, must, as a rule, be life long and permanent.

There should be detention for such cases in some institution on the lines of the pauper lunatic asylums, where the inmates should be paid for by relatives at a reasonable rate where possible, and where the Guardians might also send and pay for those chargeable. It is to the interests of the girls themselves, who would seem in general to be quite happy in such institutions, and who do not, as a rule, attempt to leave them.

I am not an inspector of institutions, and it would be rather out of my province to suggest what form of institution is the best, though the colony is generally thought the best, especially as giving most out-door work. The only institution I know thoroughly is St. Mary's Home, under the management of Miss Wemyss, Painswick, near Stroud, which I visit at least once a year. I stay at Painswick for some days, and see both home and inmates informally, some of the latter almost daily. There are very few rules, each inmate does what work she can, and when she can, and is paid a wage according to her capacity, the wage in many cases being merely nominal, but she feels she is doing something and is happy. The doors are always wide open, and any one can get out at any time, but no one does. Some of these girls have been there for years. It is to their own interest that they should be detained. It may be urged that this is a sentimental reason, and that the community ought not to be burdened with the cost of their maintenance. This, however, is a mistake. The children of these feeble-minded girls are themselves as a rule feeble-minded. Many of the girls go into the workhouse repeatedly for their confinements, the cost of which has to be borne by the ratepayers, as well as the maintaining of feeble-minded child after child. In the interests of the ratepayers these girls ought not to be allowed to go out again with the risk of returning again under the same circumstances. The objection is also made that to give powers of detention would be class legislation, "one law for the rich and another for the poor." This is altogether beside the point. The line should be drawn at chargeability, and where the ratepayers are required to maintain the feeble-minded and their children, they should have the power of detaining them. The ratepayers, if they are to maintain them, should be armed with powers in this matter, and to talk of "the liberty of the subject" is idle in the case of persons who cannot take care of themselves. I am not now referring to feeble-minded girls brought up under the Poor Law, for they should be detained from their childhood—from the time when their deficiency is first recognized—and they should never be exposed to the risk of such a fate. I would go further, and detain those feeble-minded girls who come into the workhouse from their own homes for their confinement. For instance, I remember one young woman in the workhouse of my own Union, Retford, deficient, and shockingly diseased, with an infant in her arms and two older children standing at her knee, all three born in that workhouse. This girl should have been detained at the time of her first confinement, for her own sake and that of the ratepayers. In the case of boys the evil perhaps is not so obvious, but the danger of leaving them at large is really almost as great.

All the Satisfactory Cases, as far as I can remember them.

William B—— now about twenty, chargeable to Whitechapel, boarded out at G——, Bedfordshire.

Visited by me repeatedly, year after year, since about 1888. With an exceptionally kind old couple, always well cared for and well treated. Feeble in body as well as mind, never able to learn much, and his foster-parents continually in fear lest he should be run over, as it was his habit to run in front of every cart he saw. I have never heard that the village children ill-treated him or made a butt of him. He still lives with these old people, and is now on non-resident relief; and I am informed that he is well, and able to work a little, and that the old people are still kind to him; but when they die, I do not know what will become of him.

This is almost the only case I can remember in which a feeble-minded child boarded out has turned out satisfactorily and happily, remaining in its home, or under the care of the Boarding-out Committee.

Other Cases.

Charles N——, chargeable to St. Pancras, boarded out by P—— Committee, Northamptonshire.

Kindly treated at home, but sleeping in the same bed as his foster-mother, although thirteen years old. Unable to attend school because ill-treated and made a butt of by the village boys. I am informed that subsequently he became so difficult to manage by his foster-parents "by reason of his helplessness and imbecility" that he was removed to Leavesden Asylum on the 1st March, 1902, where he died as recently as 28th December, 1904.

Clara M——, 13, chargeable to Wandsworth and Clapham boarded out by the F—— Committee.

Microcephalous. Not ill-treated, but home not satisfactory. Very dull at school, but able to work at home. Sleeping arrangements very doubtful, and foster-mother refuses to permit surprise inspection. I have just recommended the girl's removal to some special training home, and wrote privately to a lady guardian who has accompanied me on my inspections, to the foregoing effect. She answers me, "sometimes we find that children who have been considered dull and stupid in foster-parents' homes do well at Anerley. Fred H——, for example, with whom they could do nothing in the country, is doing splendidly at the school."

Nellie W——, chargeable to Paddington, boarded out at B—— Suffolk.

I find that I visited this child only once, as she was not boarded out at the time of my other inspections of the children under this Committee. I would therefore rather not speak too definitely of her home and treatment, which, however, from my one note-book (of 1893) seems to have been satisfactory on the whole. Nellie's deficiency does not seem to have been discovered or recognised up to this date. She was afterwards sent to service, failed in one situation after another, has been in Hanwell Asylum more than once, discharged each time as cured, and sent to service again with the same result, and at the end of 1904 was in the P—— workhouse or infirmary for her confinement.

Thomas J——, chargeable to P——, boarded out by the E. Committee, Suffolk.

Deficient, deaf, defective in speech, dirty in habits, and unhealthy. Most kindly cared for by an unmarried woman for some time. For a long time she kept him because, she said, she feared no one else would put up with him and be patient with him. But the last time I saw him in May, 1895, I found a distinct stick mark upon him, and his head was bleeding, and cut open and his hair full of blood. I was told it had been done by another boy, a "Church of England Waif and Stray," boarded out in the same home. I cannot find out what has become of him.

Janet J——, chargeable to Chelsea, boarded out by the E. Committee, Suffolk.

Deaf, dull, or possibly slightly deficient. With a kind old couple, well treated. Had to be moved on the death of her foster-mother. A situation found for her in March 1904 at Arlington Gardens, C——, apparently by the Guardians, or by the Metropolitan Association for Befriending Young Servants, who visited her last on December 20th, 1904, and reported all satisfactory, and the mistress thought she was improving in her work.

This case, therefore, has not ultimately been dealt with by the Boarding-out Committee, but by the Guardians, and by the M.A.B.Y.S.

Florence F——, chargeable to Paddington, boarded out by the E. Committee, Suffolk.

The last time I saw her she looked very delicate, and had lice in her hair, but was fairly well cared for, and appeared to have improved in intelligence. She was afterwards found to be chargeable to Kensington.

Miss Poole, Secretary of the M.A.B.Y.S. reports as follows:—

"3rd February 1905. Florence F——, born August 18th, 1883, received March 5th, 1900 into our lodge, height four feet seven inches, weight six stone eight pounds. Very childish, only in standard three. 'Weak in mind and body.' Taken to Dr. S. S. and eyes operated on March 20th, glasses provided subsequently, sent down to our Training Home, Ellerslie Lodge, Bex Hill, Monday April 9th, and remained there till April 9th, 1902, when she was placed with Miss P. W—— B——, P——, to be housemaid, where an older girl (who was ten years in her place) was cook. She was still said to be very dull and slow. She remained there till January 7th, 1903, when she went to Miss H. T. R—— H——, H—— as kitchenmaid. She is doing well there still, and had two weeks holiday each year at the Home she was trained in, which is moved to the M. R——. She is not brilliant but very good, willing, and steady, and quite strong now. I think this speaks well for her M.A.B.Y.S. training."

This case, also, has ultimately not been dealt with by the Boarding-out Committee, but by the M.A.B.Y.S., and Miss Poole appears to be right in attributing the improvement in the girl, and the fact that she is doing as well as she is, to the work of the M.A.B.Y.S.

I also wish to make it quite clear that it is no part of my duties to follow up children in service, or who have ceased to be chargeable, and I have little time to pursue any investigations, however useful, outside my official duties. I have, therefore, neither followed up, noted, nor estimated anything like the whole number of cases of feeble-minded children whom I have found boarded out. All those whom I have found *ill-treated* have been removed, on my recommendation, back to the care of the Guardians, and as they were no longer boarded out, it did not bear on my point to inquire what became of them subsequently.

I have only inquired, for the information of the Royal Commission, into the subsequent history of such exceptional cases as I remembered to have found boarded out in homes and circumstances which I considered sufficiently satisfactory for me to leave them there without recommending their removal. The result has shown that in every case but one the boarding-out system was not able subsequently to deal with them; that the boys had been returned to the Guardians, and the girls turned over to the care of the Metropolitan Association for Befriending Young Servants. There were a few cases into which I inquired besides those which I have given, and about which I have been able to obtain no information; they would appear to have been lost sight of.

Epileptics.

Cases as Instances.

Fortunately, comparatively few such cases have come under my official inspection, but there can scarcely be any question that they require that constant supervision and medical treatment which is impossible in ordinary cottage life, and in ordinary elementary schools.

Winifred C——, fourteen or fifteen. Chargeable to Islington, boarded out by the G—— Committee, Sussex.

A fine girl who developed epilepsy only last year when she was about fourteen or fifteen. She was with a kind old woman, but after the fits came was not able to attend school, or go about alone. Her foster-mother, who was crippled with rheumatism, could not go out with her, and when she went out, it was in charge of an idiot young man, of nineteen or twenty, who had been privately boarded out in the same house, and was there now on out-relief. She was taken from time to time by her foster-mother to the Epileptic Hospital in Queen's Square, the Guardians paying the expenses. A few days before my last visit, in the late autumn of 1903, they were returning home from the station in a spring cart, when she was seized with a fit on the way, and would have fallen out if they had not, fortunately, picked up the school-master on the road, and he held and prevented her from falling. She was removed to Lady Meath's Epileptic Home at Godalming on my recommendation.

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George M——, fifteen, boarded out at S., Essex.

I had taken a lodging in an ordinary labourer's cottage as a centre for my inspections, and one of the ladies asked me if I should object to the boarding out of an epileptic boy from London in the same house, as a lady with whom I was also acquainted in London had kindly offered to pay for him for the sake of the country air, and hoped that employment might be found for him in the country. This boy proved a perfect plague. Owing to his fits, he had never been sent to school, and could not read or write or amuse himself in any way. He played one tune on a penny whistle all day, found the country insufferably dull, and howled and lamented all day at the absence of shops, etc. He tried to run away two or three times, and ended with such insubordination and rudeness that my landlady (a quiet, timid woman) refused to keep him any longer, and he was returned to London.

This case, although not under the Poor Law, may be of use, as I spent at least a week in the same house where the boy was boarded out.

This case is given at further length in the extract appended from my annual Report for 1898–1899.

In summer, epileptic and feeble-minded children should not be boarded out, but taken care of in special institutions. As to the question whether such institutions should be under voluntary management, and supported by charity, or whether they should be under the management of public bodies and supported by the rates or taxes—it is, no doubt, desirable that charity should undertake this work, while voluntary management is probably the best. But the extent of the work is far beyond the powers of charity and voluntary work. The number of the feeble-minded epileptics is far too great. Every one who has organized much voluntary work and collected voluntary funds will agree with my own experience, that it is always the same devoted persons who give their time, trouble, and money. We cannot go on drawing upon them for ever.

The feeble-minded and epileptics to be dealt with on a sufficient scale must come under the care of public bodies, and be supported, at least to a great extent, by public monies, and of course such institutions should come under Government inspection.

Epileptics and feeble-minded should not be mixed. Where there are not a sufficient number in one place to classify them separately, they should be sent to some central institution for a larger area.

It would be impossible for the Guardians of every Union, especially small country Unions thus to deal with the comparatively small number of cases coming under their control, or chargeable to the Union. It is a question for a larger area. Several large Unions might combine as some of the Lancaster Unions have. But when this plan is not practicable or desirable, the County Council would seem to be the most suitable body, being already the Education Authority, so long as the administration is entrusted to a committee on which outside members are co-opted, and the membership of a certain number of women made compulsory.

APPENDIX TO MISS MASON'S EVIDENCE.

EXTRACTS *RE* BOARDING-OUT OF FEEBLE-MINDED CHILDREN TAKEN FROM ANNUAL REPORTS, 1888-1901, OF MISS MASON, SENIOR INSPECTOR OF BOARDING-OUT.

Local Government Board Report, 1888-89.

Extracts from Miss Mason's Report.

Nottingham Committee.

"A less satisfactory case was that of a girl of about thirteen, of dull intellect, who had been about three years with a gardener and his wife. The poor woman had been paralyzed for two years, was only just recovering enough to be able to walk slowly with a stick, and had completely lost the use of one arm and side. She had, besides, a delicate boy of five, a baby six weeks old, not likely to live, and put out to nurse with a neighbour, as she could not so much as hold it herself. A neighbour also came in to help in the housework. The foster mother was, of course, able to do nothing for the boarded-out girl, and appeared to be keeping her as a servant to wait upon herself and household. This is the only case I have ever met with where I have heard a child address its foster mother as 'Ma'am.' The woman's illness and troubles appeared to have made her irritable, the girl seemed much afraid of her, and was depressed in manner. She was outwardly fairly clean and tidy, but underneath her skin was black with dirt of long standing. From the age of eleven to thirteen this girl, whose want of intelligence demanded additional training, had been left not only without any motherly care, such as it is the object of the boarding-out system to provide, but had to wait upon and perform domestic services for a paralyzed woman. That the woman was greatly to be pitied did not alter the fact that the home was unsuitable.

Lindfield Committee (Sussex).

"Discharged lunatics were also boarded-out here, and situations afterwards found for them by the same benevolent persons, on behalf of the 'After-Care Association for Poor and Friendless Female Convalescents on leaving Asylums for the Insane.' In such cases the cure is not always certain nor permanent."

Local Government Board Report, 1891-92.

Extract from Miss Mason's Report.

Letter to Miss Mason from Member of Boarding-out Committee, dated 22nd July, 1891.

"'One thing should be impressed upon (boarding-out) committees, viz., the importance of placing a girl who is weak-minded in a home. This would have saved Louisa A.; you will remember her at B. She has written to her foster mother, and we are trying to get hold of her.'

With the views here expressed . . . . as to Homes for feeble-minded girls, I entirely agree."

Local Government Board Report, 1892-93.

Extract from Miss Mason's Report.

"The case of feeble-minded girls is a subject which has lately attracted the attention of practical persons, especially of ladies, and some Homes have been recently established expressly for their reception. Girls of this class may be possessed of enough intelligence to work, some of them even to earn their living, under direction and control; but they are so far deficient in intellect as to be unable to take care of themselves, and become an easy prey to unscrupulous persons. Nothing could be more dangerous than a system of boarding them out; for ordinary working persons have neither the time nor the means to give even their own children the constant care and watching which they require under such circumstances. I could give instances of the unhappy fate which has befallen the daughters of respectable working people, in no way to blame in the matter. Moreover, it is too much to expect of foster parents to become fond of feeble-minded children, or even exercise the extional patience required towards them; and I do not find such children well treated as a rule."

Local Government Board Report, 1893-94.

Extract from Miss Mason's Report.

"I continue to find that feeble-minded children, whether girls or boys, are not well treated by foster-parents as a rule, and I am more opposed than ever to boarding them out. One of the chief objects of the boarding-out system is to give the children the benefit of fresh, country air. As I have before shown, labouring people have not the time or means for looking properly after their own daughters if of feeble intellect, and cannot attend more to foster-children than to their own. Working people cannot themselves take their children always out to walk or play, and have no one to send out with them, Feeble-minded girls must, therefore, either stop at home without fresh air, or go out to play in fields or lanes unprotected, and without enough sense to be able to take care of themselves. One girl, partly deficient in intellect, was assaulted by a grown-up foster-brother last year.

The establishment of special institutions for the care of feeble-minded girls has been of the greatest value; and I have had the satisfaction of knowing that several such girls whom I found boarded out have been removed to such institutions on my recommendation. I hope that there may some day be similar institutions for boys. In an account of the Massachusetts, U.S.A., School for the Feeble-minded, both boys and girls, established as far back as 1847, the writer says, '*the boarding-out system is never adopted.*' (The italics are mine.")

Local Government Board Report, 1894-95.

Extract from Miss Mason's Report.

"I have had fresh evidence of the inexpediency of boarding out children of feeble intellect. For instance, I found one such boy nearly sixteen years of age unkindly treated, and so far from his mind having been improved by association with others, a boy of thirteen or fourteen boarded-out in the same house from another union, appeared, in his constant companionship, to have almost lost the use of his own speech. It was almost impossible to understand him; but I found that he could speak quite plainly when encouraged, and made to do so. The committee could not find employment for the boy who was deficient, and he had to be returned to the workhouse."

Local Government Board Report, 1895-96.

Extract from Miss Mason's Report.

"I am as strongly as ever against the boarding out of the feeble-minded. It is next to impossible that working people can give the time necessary for taking care of their own children if feeble-minded, and unreasonable to expect that they should do more for their foster children than for their own.

Feeble-minded girls, especially, are exposed to peculiar dangers, and they are best dealt with in small institutions. Some of them can be trained enough to make them useful; some not; but all require special shelter and protection, and some of them for life.

No homes for boys of feeble mind have as yet been established; but one is in contemplation."

Local Government Board Report, 1898-99.

Extract from Miss Mason's Report.

"In former reports I have drawn attention to the dangers of boarding out feeble-minded or epileptic children, and the need of special institutions for them.

Last year my views were strengthened by a personal and most disagreeable experience. I had taken up my own quarters in a cottage in order to inspect an out-of-the-way country district. One of the ladies of the committee asked if I should object to her boarding out in the same cottage an epileptic boy of about fifteen from London. A charitable lady had undertaken to pay 8s. a week for him. I agreed; to my cost. The boy was thoroughly spoiled by his parents, who had allowed him to do as he pleased on account of his infirmity, and who appeared to have had no control over him. Whenever I happened to be in the house I was called in every five minutes by my landlady to make him obey her, and the various methods he employed for defying and tormenting her, and disturbing me in my work, were quite ingenious. Nor had he much else to do; for, not having been able to attend school regularly, he could not even read, nor amuse or employ himself in any way. At last his conduct became so outrageous that my landlady declared she could not keep him another hour, and that as to the 8s. a week, £8 would not pay her for looking after him. I took him in charge while she ran to the lady, and he was at once sent back to London under the care of a man-servant. My landlady, a delicate and timid woman, quite incapable of controlling this boy, was worn out and terrified by him; a vigorous one would probably have been exasperated and beaten him. These are the two alternatives to be expected in boarding-out such cases.

It is now generally recognized that special training and qualifications are needed for teachers undertaking the education of these classes of children in schools, and surely their home influence and training is of as much importance. It is inconsistent to require special qualifications in the school teachers and to leave the child at home to the care of persons who, however respectable, have no special training or qualifications for dealing with them, and whose own home duties do not, as a rule, leave them enough time for it."

LOCAL GOVERNMENT BOARD REPORT, 1900-01.

Extract from Miss Mason's Report.

"During the past year the need for special homes for children of feeble-mind has been again greatly felt. I have repeatedly insisted on the unsuitability of such cases for boarding-out, and have had further fresh experience in support of this view. I have found several cases where children, not idiots nor imbeciles, but of feeble-mind or of not normal intellect, were boarded-out in homes of whose selection in the first instance there was no ground for complaint; yet I found upon all these children distinct marks of a stick; and the result of my investigation in every case was that they had been beaten by their foster parents, who had been exasperated with their troublesome ways, or with the impossibility of getting them to understand and carry out work expected of them. Such cases require the care and patience of specially trained persons who deliberately give up their lives to the purpose and know what they have to look forward to. It is not fair or reasonable to expect the first inexperienced and untrained cottager to undertake such a case merely because she is of respectable character in suitable circumstances, and happens to occupy a suitable house. Least of all is it the fault of a boarding-out committee if they are not able to ensure proper treatment for the child, after having made the best selection they can of the home. Perhaps the strongest instance I can give is one under the Clifton committee, whose work is beyond all praise, and whose rules I have had printed, with the sanction of the Local Government Board, as a model:—

A boy of defective intellect, aged about eleven, chargeable to Chippenham, was boarded out under the Clifton committee in the town of Bristol, in order to attend the special classes for such cases at one of the elementary schools. He was placed with a respectable couple in good circumstances, with no children of their own, living in a comfortable house with ample accommodation. The committee themselves asked me specially to inspect the home, as they had received letters from neighbours complaining that the boy was illtreated. The ladies of the Committee had not only visited the boy and home with their usual care, but had made special visits in consequence of these representations, and yet were unable to prove the truth of any of the charges. Accordingly I visited the home accompanied by one of the ladies of the committee, caught the foster parents at an unexpected moment, and found the boy with a canvas apron on, employed in cleaning the house like a servant. Upon examination I found a slight mark on the upper part of his arm, which no one but an expert would have known for certain to be caused by a stick, and, following this clue, undressed him further, and found another, as I expected. I took him upstairs apart from the foster parents, and, without allowing him to perceive the drift of my conversation, asked him whether he had been a good boy and what work he had done or left undone so as to deserve punishment. His answers showed that he had far more work to do than should have been expected from a boy of such feeble mind and body, and that he had lately been beaten for not cleaning the sink properly. On returning to the foster parents they corroborated the boy's statements by complaining that he was "no use," and that they could not get him either to work properly or to remember what he had to do. They seemed to think that he was placed with them for the sole purpose of the use that could be made out of him."

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1986. (*Mr. Dickinson.*) Are those the details of feeble-minded children and of persons that you have inspected under your boarding-out work?—No, these are the volumes of my ordinary work. I do not inspect feeble-minded children specially. It is only now and then I find a feeble-minded child boarded out. The Local Government Board discourage the boarding-out of feeble-minded children. When I find one, as I usually do, in unsatisfactory circumstances, we almost always have it removed at once. Therefore it is only a certain proportion of these—a very small minority of the cases that I have here—that are feeble-minded.

1987. I notice you say that the number of feeble-minded that you have discovered boarded out are few?—Yes, comparatively few. I am not an inspector of feeble-minded.

1988. Have you followed up those cases of feeble-minded that you have marked?—The bad cases I have had removed at once, therefore I have not followed them up. The good cases I followed up for your information just lately—those which I thought the most satisfactory cases. The result has been, I find, that only one of those that I have given you is still in the home where I found him, and doing any good. He is able to do a little work; the people are kind to him. He is on non-resident relief. The Guardians have had to undertake the whole of the rest of the boys, and the Metropolitan Association for Befriending Young Servants has had to take charge of the girls, as far as I can ascertain.

1989. A good many of those feeble-minded that you have discovered boarded out, have now become adults?—Yes.

1990. There is no means of following them?—I have followed some particular cases for your information. I could not follow up the children after they leave, but I have followed up those few for you, and I have given you the results. My information has been obtained from the Guardians and the Metropolitan Association for Befriending Young Servants, not from the Boarding-out Committees.

1991. You do not give us any general results of the numbers of these?—I cannot give you the numbers without searching these books. You can see that that would take a good time.

1992. In these particular cases that you have mentioned I do not notice that they went to the bad?—Those particular cases are the good cases. I have not followed up the bad ones. I have followed up the most satisfactory, and I find that those that have turned out at all well have done so thanks, not to the boarding-out, but to the Metropolitan Association for Befriending Young Servants.

1993. You have found out those that have been saved from destruction?—Yes. It is not my duty to follow them up at all. I should not have had the time to search for the number of feeble-minded cases that I have met with, and to follow them up. It would have taken too

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much time within the limits of the time that I have had notice of giving this evidence.

1994. I notice that you say in your opinion the boarding-out of feeble-minded children is extremely inadvisable?—Most inadvisable—most dangerous.

1995. Why do you say dangerous ?—I say dangerous because they have not the sense to take care of themselves, for one reason. To give you one instance, there was a feeble-minded girl who was assaulted by her grown-up foster-brother, and then was returned to the workhouse. The parents cannot take care of their own children. A woman asked me many years ago, could I find a home for her daughter to be sent to ? She said she would pay anything if I could find an institution in which she might be sheltered. Also because if cottagers or working people cannot take care of their own children, how can you expect them to take care of other people's ? They are not kind to them, they have no patience with their stupid and their tiresome ways. They do not work as they expect them, and they cannot trust them on an errand, so they whack them.

1996. I suppose hitherto they have sent them to school ? —Some have gone to school—not all. I have given one or two cases who could not attend school because they were tormented by the other children.

1997. Is your boarding-out experience in regard to London, or the country ?—We do not board out in London. We only board out in the country.

1998. So they are boarded out where there is no special system of education for them ?—I have only had one case boarded out in order to attend a special school. That case I have given you at full length. He was chargeable to Chippenham, and was boarded out under a very good committee, the Clifton Committee. I should like to show the Chairman my notes on that one. There are the rough drawings I make to show the size of the bruises.

1999. Is that the one you give on page 107 ?—It is Albert M.———I would rather not print his name. I can see about the stick marks quicker myself if I make a drawing in my note book, and I can show their size and shape if a question is raised.

2000. Where is B——— ?—At Bristol.

2001. There they have Special classes ?—I visited this boy in his first home. I found him beaten for not properly cleaning the sink and doing other work. He was then attending a Special class in the ordinary school. There they said he was getting on fairly well. I did not see all the children that he was with because he was just leaving school. I also visited him in a second home, to which he was removed on my report. When at that home he was attending a Special school. There I found him with all sorts of defective children worse than himself, and cripples. I could not call it classification.

2002. While he was in the home he seems to have received very bad treatment ?—Yes. in his first home. I helped to find the second home for him myself. The first time I inspected him I found him fairly well treated, but they said he was a bad boy, given to miching from school—very troublesome. There were continual disputes between the foster-parents and the school about attendance. The third time I found they had lost all patience and began to beat him. He was removed back to Chippenham workhouse, and there he is now. They say he is able to do some work and help the baker.

2003. The conclusion you come to is, that where there are special schools provided it is not expedient to allow the children to be boarded out in the neighbourhood ?—No ; I should provide boarding homes where they can be under the care of a qualified matron, who knows what she is undertaking, gives her life to it, and understands the children. I would not board them out with ordinary householders.

2004. Have they those homes in Bristol now ?—No. I think they have a few in London, but I do not know any homes in other places.

2005. Would your criticism extend to feeble-minded children living with their own parents ?—No, because you cannot take children from their own parents.

2006. A feeble-minded child with its own parents is very often neglected ?—Yes. If it is badly treated or neglected it can of course be removed. But I would not take a feeble-minded child from its own parents and board it out with somebody else. I would not be responsible for that.

2007. Are there not many cases in which it would be advantageous to take a feeble-minded child from its own parents and send it to a boarding school ?—Quite so, but I think that would not come within the scope of the Poor Law. I am speaking of children who are paid for in some way by the rates or by the taxes. I think the public should not pay for boarding out a feeble-minded child with an ordinary householder.

2008. Suppose that the child's home is nowhere near a special school, as is often the case in the country. It is impossible for the child to go from its own home to special classes, would it not be an advantage that the child should be taken somewhere else ?—Yes, if it is placed in some boarding home or institution. I think the dangers of boarding it out are too great to compensate for any advantage it may receive at the special class. Of course if the parents choose to board it out, we cannot interfere. But I think to board a child out with an ordinary householder for the purpose of attending a special school or class is not safe.

2009. Where it is a question of the child living in a private house, you do not think it is wise it should be boarded out in the ordinary sense ?—No.

2010. You state your opinion that for these persons the provision that ought to be made ought to be lifelong and permanent ?—I think so.

2011. I suppose you come across many cases in which the absence of permanent protection has been detrimental ?—A great many.

2012. I believe you know some of these homes where they are permanently detained ?—I know Miss Wemyss' Home at Painswick—I see it every year—but I am not an inspector of institutions, and I only now and then see one.

2013. Do you visit any of these homes in your official capacity ?—No.

2014. The Local Government Board does inspect these homes ?—Not unless they are certified.

2015. They are certified, most of them ?—Yes, I think most of the feeble-minded homes are certified.

2016. Who would inspect those homes ?—The General Inspector of the District.

2017. Do you know anything of Miss Wemyss' Home ? —Yes, not only the home, but I know all its inmates. They all seem to be perfectly happy. The doors are wide open ; anybody can go out at any moment they please, and nobody does. I think partly for that reason, that they know they can go out, and also that they think they are earning money. Miss Wemyss pays them, if it is only fourpence or a penny a week, and they think they are earning something, and they come up to her to receive their weekly wage quite pleased. They are all occupied in some way or other. There are no hard rules.

2018. The attractiveness of the Home does away with the need for the detention ?—Yes, they are perfectly happy and perfectly satisfied. I think there should be powers of detention if required, but I think it would be very seldom necessary to exercise them in most cases.

2019. Do you come across epileptics ?—Very few, and of those that I have come across as soon as they develop epilepsy, either the foster parents have refused to keep them, or I have recommended their being returned to the Guardians. Now there are a few special Homes, but there is not enough provision either for the feeble-minded or for the epileptics. The last case of epilepsy I came across was an epileptic girl boarded-out, and sent out walking under the escort of an idiot young man.

2020. What happens to the boarded out children when they grow up ? Is it your experience that the foster parents adopt them ?—I very much disapprove of their adopting them, because that only means they want servants unpaid. It is very much better they should go

to proper service and earn their own living. All the good foster parents are willing they should do so. There are committees of ladies and gentemen under whose supervision places are found for them.

2021. You have no control over them ?—When once they go to service and cease to be chargeable I have nothing to do with them.

2022. When they attain sixteen ?—Before they attain sixteen. They go to service about fourteen or fifteen. I do not inspect them in their places of service.

2023. You rather set your face against any idea of keeping them on ?—With foster parents. They cannot pay them sufficient, or give them a real opening.

2024. I see at the end of your evidence you deal with the question as to whether the Guardians in the country Unions should deal with this question of the defectives, and you seem to think they are too small a number ?—Much too small; they could not classify them, and they could not provide for them.

2025. In your long experience you have got to know these bodies all over the Kingdom ?—Boards of Guardians ?—I know a great many.

2026. What would be the best plan, in your opinion ?—I agree with Dr. Downes. It is not for me to say who the authority should be, but I agree with him, it must be undertaken by at least no less an area than the county, and the county council being already the education authority should undertake their education.

2027. You agree with him it ought to be withdrawn from the Poor Law administration ?—I think provision should be made for the feeble-minded by the county authority, because the Unions are too small to do it for themselves. Besides, I think they should be open to everybody. I agree with Dr. Downes; I think you ought to have them on the lines of the pauper lunatic asylums where those that can pay for their relatives, or for themselves, should pay, and the Guardians might send those who are paupers.

2028. (*Mr. Greene.*) I see in your evidence that you said that the children of feeble-minded girls are themselves as a rule feeble-minded. That is your observation ?—Yes.

2029. You then point out that many of the girls go into the workhouse repeatedly for their confinement, and you are of opinion that those girls ought not to be allowed to go out again with the risk of returning again under the same circumstances ?—Yes.

2030. You would reserve power to the workhouse authority or the guardians to detain them ?—Yes.

2031. After they have had their first child ?—Yes; at any rate after the second.

2032. Would that detention be reviewable from time to time ?—I should think so. With most of those girls who come in repeatedly I think there could be no doubt about their feeble-mindedness.

2033. They are not able to take care of themselves at all ?—No.

2034. Do you think if they are allowed to be out at all, and are not able to take care of themselves, that there ought to be some means of preventing them giving consent to acts of immorality which lead to these circumstances ?—Yes, I think they should be sheltered in some home-like institution.

2035. Is it only to exclude them by detention from the chances of seduction, or do you think that it may be made an auxiliary means of preventing these consequences, if they were prevented from giving consent to acts of immorality. Would you punish the man ?—I would punish the man if I could find him, most certainly.

2036. Would you so frame the law as to prevent her being able to consent to any acts that he does ?—Yes, but I would put her in some home-like place of safety where she would be happy and not wish to go out.

2037. Suppose, notwithstanding that precaution, some man made advances to her, would you think it a reasonable law that she should be unable to consent ?—Quite; I think it is only just and right.

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2038. And that she should be treated as though she were a child under sixteen ?—Certainly.

2039. Do you know whether that opinion is widely held ?—I think nearly everyone holds it who has any experience of the subject.

2040. They would like to see such an alteration of the law ?—I do not know anyone who would not like to see it.

2041. (*Mr. Byrne.*) You express in your paper as strong an objection to the boarding out of epileptic children as you do of feeble-minded children ?—Yes.

2042. That is on the ground that the ordinary cottage home cannot provide the requisite care and attention ?—Yes.

2043. Are there many such children ?—No, very few.

2044. Very few are even occasionally epileptic ?—Yes, very few. I could not say how many I have come across, but quite few. Those that I have come across have usually been about fourteen or fifteen years old.

2045. What control have you over the children that are boarded out. Can you order them back to the workhouse ?—In my reports I can recommend that they should be removed either to the schools, or to some special institution. In the case of that epileptic girl I was speaking of, I recommended that she should be removed to Lady Meath's Home for Epileptics at Godalming. Fortunately there was a vacancy and she is there now.

2046. Do Guardians consult you ?—Yes, very often.

2047. Your expert opinion that feeble-minded children and epileptics are not suitable for boarding out must be very well known now ?—Yes.

2048. That would prevent there being a large number of them ?—Yes. I think when they do board them out it is because they have not discovered the feeble-mindedness or epilepsy in time beforehand.

2049. Does the same objection apply to cripple children ?—No, I do not think it does.

2050. Have you a considerable number of cripple children ?—No, very few. The chief objection to boarding them out is that it is difficult to find employment for them afterwards, and that they must continue to remain out on non-resident relief, as a rule. Also, very few foster-parents would have the time or patience for the extra care they need.

2051. Have you any considerable number of them now ?—No, very few. Where I have had them, as a rule, they are not at all unkindly treated, for the foster-parents know they cannot do anything. With the feeble-minded, they cannot realize that what seems to be an able-bodied child should not do the work.

2052. As regards cripple children your objections do not arise. You think boarding-out is a good plan ?—I would rather put them with more competent people and people who have more time to attend to them. I would rather not board them out, but, at the same time, I do not feel as strongly about it as I do about the feeble-minded.

2053. Is there almost an unlimited supply of boarding-out facilities or is the limit reached ?—The limit is not reached, if there were anyone to start fresh committees and fresh homes. The present accommodation is quite full. There is room for very few more children under the present committees. We have not quite 200 committees, and we have hundreds of children waiting to be boarded out.

2054. The homes are only discovered by energetic committees ?—Yes. There are other reasons why we cannot find more homes. One is, wages have risen and comfort

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so increased since the limit was laid down of 4s. a week that the people are too well-off to want to take them. There is another reason why we cannot get fresh committees started, and that is, that they have to advance the last month of the quarter's payment. It is not everybody who can afford to do that.

2055. Are there many blind children boarded out?—No, we have none; I do not think we should board them out; they would be sent to blind institutions.

2056. Of course the blind institutions are not common in some parts of the country?—No, we can send them anywhere; there is no limit of distance, I do not think they are kept in the workhouses; I think they are all sent to blind institutions. Of course, the workhouse inspectors will tell you that better than I could.

2057. With regard to the desirability of having powers of detention over feeble-minded young women who get into trouble; you said that they might be detained if they came twice into the maternity ward: surely some of those children will have been known from their youth to the Poor Law authorities—some will have been in the Poor Law schools?—I was referring to feeble-minded girls who come into the workhouse from their own homes for their confinement—girls brought up by their own parents or friends. As to children brought up under the Poor Law, I should detain them from the beginning.

2058. That is what I wanted. The knowledge of the capacity and disposition of a girl or a boy that the school-mistress gets, over a term of years, must be very great?—Yes.

2059. It would enable such a child to be certified as a person unable to take care of herself?—Yes.

2060. With regard to such persons do you think any change of the law is desirable?—Yes.

2061. Supposing in a Poor Law school there was a girl who was fourteen who might go out to a situation, and if she were extremely lucky and got with good people, be able to maintain herself, but if she got with vicious people would get into trouble; do you think the law should make any provision for such a girl?—Yes.

2062. In what direction?—Homes. I do not say exactly like Miss Wemyss, because I think her personal influence is unique; it is that which keeps them. But I think small Homes on the same lines, where they would be kindly treated—they might be taken in for life, and made to work.

2063. Many of them could work well in an institution?—Yes, many of them are very strong and able-bodied and could do useful work.

2064. Some guardians have their own inspectors of girls who have gone out to situations?—Yes, but very few.

2065. Would that sort of occasional inspection be any use to save a girl getting into trouble, or a boy sinking into drink and degradation?—I think on the whole that children are best looked after by societies such as the Metropolitan Association for Befriending Young Servants, which looks after them in London, or the Girls' Friendly in the country. I think they do it well.

2066. These associations have local habitations where people can betake themselves when they are in trouble?—Yes.

2067. Do you think that an essential feature?—Yes.

2068. An occasional visit to the employer asking how the boy or girl is getting on is no use?—It depends. It is excellent as the Metropolitan Association carries it on by means of those visits. There is a most careful registry of girls, and they are thoroughly looked after. They find places for them if they lose them, and they have Homes to which they can go between places. The Girls' Friendly does it locally. According to the local branch it is more or less well worked.

2069. (*Dr. Dunlop.*) Could you indicate to me the number of children that you have to inspect annually?—In England there are a little under 2,000 boarded out beyond the union, and there are now three inspectors. There are two other ladies appointed as inspectors since 1901.

2070. Can you give me any conception what proportion of them are feeble-minded?—A very small proportion.

2071. Not one per cent?—Scarcely that, perhaps.

2072. Will there be half a dozen in England at the present time?—Yes, there will be that perhaps, but not in the district which I personally inspect now.

2073. Could you tell me how many of these cases of feeble-minded boarded-out children you have come across altogether?—No, I should have to hunt through my note-books.

2074. If I said twenty or thirty would that be a reasonable number?—No; a very great many more than that, considering the thousands of children I have inspected during my twenty years' official appointment.

NINTH DAY.

Tuesday, 14th March, 1905.

PRESENT.

The Rt. Hon. the EARL of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
H. D. GREENE, Esq. K.C.M.P.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
CHARLES STEWART LOCH, Esq.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

BALDWYN FLEMING, Esq., called; and Examined.

Baldwyn Fleming, Esq.

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2075. (*Chairman.*) You have been, as we know, Inspector under the Local Government Board for a great number of years. In the course of your work you have seen the work of the Poor Law over a great part of the country?—That is so.

2076. Over, mostly, in agricultural districts, or also in populous centres?—In the early part of my experience under the Poor Law Board and Local Government Board I was in manufacturing districts. In 1876 I was moved down to my present district, which comprises Hampshire, Wiltshire and Dorsetshire, and I have remained there since.

2077. That includes Southampton?—That includes Southampton and Portsmouth.

2078. Have you any objection to putting in the notes of your evidence as part of our Minutes ?—Not the least.

PRECIS OF EVIDENCE PUT IN BY BALDWYN FLEMING, ESQ.

The information I am able to place before the Commission has been gained during my experience under the Poor Law Board and Local Government Board, since my appointments as an Assistant General Inspector in 1868, and as full Inspector, 1872. During that time I have served in various parts of England and Wales, and have necessarily seen much of the working of the Poor Law as it affects the mentally afflicted who are destitute, or of insufficient means to provide for their independent maintenance. The Commission will understand that I have no claim to speak either as possessing medical knowledge upon questions of insanity, or as an expert in the treatment of imbecile or feeble-minded persons.

I would also remark that my observation has practically been limited to pauper cases, or cases which have been treated by the Poor Law Authorities for the reasons stated in the earlier portion of this minute.

1.—*Desirability of Further Power of Detention.*

I do not know that I can explain this better than by the accompanying extract from a report made to the Local Government Board in 1904:—

"My attention has been drawn during the last year to several very sad cases of girls who, without being insane, are so defective mentally as to be unable to take care of themselves outside the workhouse or some kindred institution.

"In C. workhouse a girl, D. F., aged twenty-five, had come into the workhouse to be confined. She was physically and mentally defective, but the medical officer could not class her as insane. She had no idea what to do with her child, which was a poor, undersized little object. The matron had managed to keep it alive, and if it remained in the workhouse it would very likely continue to live. There was no power to retain the mother against her wish, and it was stated that she would probably leave the house as soon as the child was strong enough to go out. What would be the almost inevitable result ? That in a few more months the child would be dead, and the mother would again be pregnant.

"In the same workhouse was a child, W. B., aged fourteen. She had been sent to the workhouse with the consent of her parents and of the Guardians, to prevent her seduction. She was of unusual physical development for her age, and had evinced propensities which would have certainly led her into trouble if she had not been placed under restraint. She was defective mentally, but was not classed as insane. Unless she can be so classed when she is sixteen, she will be entitled to take her discharge, and the consequences are apparent.

"In another workhouse there was an inmate, F. A., aged thirty-three. She was seduced when she was sixteen, and her first child was born when she was seventeen. She has had five children, and three of them died when babies. This woman is less defective mentally than the two cases previously referred to, but she is quite unable to protect herself from the danger she incurs when free from restraint.

"These are merely samples of a class of case with which every Board of Guardians is familiar, and it does seem a matter for deep regret that they cannot be effectively dealt with.

"It must be admitted that a woman with all her wits about her, and who is merely a bad woman, cannot be prevented from following her bent, and from inflicting wrong and expense upon society. But women who fail because they are below the usual gift of brain power, and especially where constitution is also below par, stand in another category, and can scarcely be held responsible for the evil that comes upon them. Both as regards themselves and the offspring they will produce it is of special importance that there should be the means of protecting them.

"What the law does for them is insufficient. Thus, the girl in the workhouse can be kept until she is sixteen ; if the Guardians can exercise their power of adoption she may be controlled until eighteen, but there the power ends, and at sixteen or eighteen, as the case may be, she is free to discharge herself, and commence a career for which she can scarcely be deemed responsible, and which is morally certain to mean misery and degradation to herself, and the infliction of a serious burden upon others.

"The object with which a power of protection is given wholly fails if that protection be withdrawn at the very age when it is of supreme value, and that is as the law stands now.

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"It may be argued that any extension of the control already afforded would be an unwarrantable interference with the liberty of the subject. But that is merely a play upon words. The liberty in question here is the liberty to abuse liberty. Can any interference that is advocated be so harmful as the absence of interference to protect girls of the class in question ? What is the operation of existing conditions ? That the girl is seduced, that she may give birth to child after child, and that the children for the most part will die after a few months of miserable existence. Such of them as survive will probably be defective in mind and body and will almost inevitably be reared under conditions of vice and squalor which will induce the child to tread in its mother's footsteps.

"Almost any result would be preferable to the actual facts as they constantly occur.

"There could be little difficulty in framing an enactment which would prevent these evils, and at the same time would safeguard the individual from hardship.

"Guardians, or possibly some other authority, might be given a power to retain without limit of age, subject to restrictions which would guard against an improper exercise of that power, and which would enable the restraint to cease at any time when it might safely be withdrawn.

The pity of the present situation urgently cries for remedy ; to save the girls, to save the public, but most of all to save the suffering and shame of the children.

"The girls are not fit to protect themselves, and it is a farce to treat them as though they were.

"They have been denied gifts which enable their more fortunate sisters to live the happy life of woman. But the protection they cannot give to themselves can be given by law. It is actually given up to the time when it is most needed, and then it is quite illogically withdrawn.

"Ought it to be withheld ?

"The answer seems clear—No. A well devised addition to the present powers would be of immense service. It is difficult to imagine how it could do harm to anybody. It would protect the poor girls from sin and shame ; it would balk the evil desires of the seducers for whose vile tastes no defenceless victims are too unattractive ; it would prevent the birth of the wretched children whose presence in the world is a misery to themselves and a burden upon their fellow creatures ; and last (and far away least) it would save the rates."

Other cases of a similar character can be quoted.

It is quite as important that a power of detention should not be limited to pauper cases, and that provision for the detention should be made at a non-pauper establishment. The pauper proportion of the population of the country is a small one (2.4 per cent. at the end of last January), and the non-pauper population require means of protection, though in a less degree than the pauper proportion.

Safeguards against the misuse of the power to detain would have to be so devised as to protect the interests of non-paupers as well as of paupers.

So far as the dealing with feeble-mindedness, *per se*, and apart from the question of destitution, is concerned, it should not be in any sense a matter for Poor Law relief.

2.—*The Need of Intermediate Institutions.*

(*a*) Between the workhouse and the County Asylum, and

(*b*) Between the County Asylum and the costly Private Asylum.

Probably (*b*) is rather outside the reference to the Commission, but (*a*) has direct reference to the feeble-minded.

Directly an imbecile or feeble-minded person in the workhouse becomes too troublesome to be conveniently dealt with there, an effort is made to obtain his or her admission to the County Asylum, and in order to do this it is necessary that the patient should be certified as insane.

Therefore many cases which are really feeble-minded or of senile decay are classed as cases of insanity merely to authorise their removal from a workhouse to an asylum. It is quite right that they should be removed from the

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workhouses, but it is not necessary that they should be classed as insane, or that they should receive the expensive care afforded at the asylum. They go there because there is no other institution to which they can be sent.

The primary object of an asylum should be curative, and of course cases of acute mania require treatment which can only be given in an asylum. The county asylums are now very congested and this is partly owing to the presence of the class of patient above-mentioned. Their treatment in the county asylums is harmful in two ways:—

(1) It is more costly than these patients require.

(2) Their presence may keep out, or delay the admission of, cases which would really benefit by asylum treatment.

It must be remembered that it is most important to obtain skilled treatment for brain mischief at the earliest possible moment after the disorder is diagnosed. A short delay may make the cure much more remote, and a long one may prevent it altogether.

If there were intermediate institutions to which feeble-minded and harmless cases of mental failure from ordinary senile decay, could be sent, such institutions could probably be conducted at a much less cost than the county asylums can be, and those asylums would be relieved of a large number of cases who can derive no benefit from asylum treatment, and who are only kept in the asylum because there is no other place to which they can safely be sent.

This class of brain disorder when it assumes a troublesome or objectionable form cannot be properly treated in a workhouse, and the presence there of ill or dirty-mannered individuals is an unfair inconvenience and hardship to the clean and respectable inmates.

Points for consideration under this head are:—Under whose charge should such institutions be placed if they were provided? Upon whom should the cost of the provision and maintenance fall? Should *all* cases of feeble-mindedness be removed from the workhouses?

3.—*The Hardships caused by present arrangements for the care and control of Imbeciles and Feeble-minded.*

Many persons are now classed as paupers, not because they are destitute, but because they are feeble-minded and their relatives cannot afford to pay for them in any available institution, and therefore send them to the workhouse or to the asylum.

In cases of senile decay the reproach of insanity may thus attach to a family, where the evil arises only from decay of nature and not from mental disease in the ordinary sense of the term.

The feeble-mindedness may be congenital, may occur during childhood, youth, or middle age, or may arise from senile decay, but there is no adequate provision in the country for the reception of such cases, either as children or adults.

The position of sane epileptics is especially deplorable at present.

The presence of these patients in the workhouse often gives trouble and unpleasantness to the other inmates.

4. *The Conditions under which Feeble-minded and Imbecile Inmates are kept in Workhouses, and Suggestions which have been made as to their treatment.*

These have already to some extent been mentioned, but the following deserve consideration.

It is much pressed in some quarters that Guardians should receive the 4s. per head* for insane persons kept in the workhouse. No doubt there is some hardship now. The Guardians may have separate accommodation and a special paid staff for the insane as is the case in many large unions. The patients may be admirably cared for, yet the grant is withheld. Guardians may therefore argue with some force that they suffer in comparison with other Guardians who make no provision for insane or feeble-minded cases and send them off to the asylum directly they give trouble, and thus get the 4s. per head payment.

On the other hand, if the 4s. were paid to workhouses generally, the inevitable effect would be to cause the retention in the workhouses of cases which ought not to be kept there. Even the present congestion in the asylums is preferable to the improper retention of cases in workhouses as was very frequently the practice before the 4s. grant was allowed. There is, however, the question whether a grant might not safely be permitted in unions where the accommodation and staff came up to a standard approved by the Local Government Board and the Lunacy Commissioners, and the further question whether the grant should be limited to patients certified as insane, or should be extended also to the feeble-minded. A feeble-minded case may be quite as troublesome and expensive as an insane one.

The operation of the powers of detention in workhouses given by the Lunacy Acts is another point upon which something may be said, but that affects the insane more than the feeble-minded, and is perhaps rather outside the scope of my statement.

It seems very clear that the workhouse is not the proper place for any person of defective intellect who can benefit from treatment, or who requires special care or mental nursing.

One of the great hardships of the existing state of affairs is that no imbecile or feeble-minded person who is not possessed of considerable private means can obtain care and treatment without being made a pauper for the purpose.

2079. (*Mr. Greene.*) I see in the statement of your evidence that you say it is of special importance that there should be some means of protecting young women?—That is so.

2080. You point out that women who fail because they are below the usual gift of brain power, and especially where the constitution is also below par, stand in a category by themselves and can scarcely be responsible for the evil that comes upon them?—Yes.

2081. Have you got any measures to suggest for giving special protection to such people?—In the first instance I am very anxious that the protection should not be confined to paupers; therefore, whatever authority has power to exercise that protection it should not be the Boards of Guardians. Boards of Guardians can only deal with the pauper section of the community, and the pauper section of the community is only about 2½ per cent. of the population of the country, whereas all the rest of the population of the country where similar cases occur, and especially among the poorer classes, require protection of a similar character, if it is possible to give it to them. Therefore, my first point would be that I am anxious that any general protection which can be accorded should not be limited to the pauper population, but should extend to the general population of the country. Then it appears to me necessary that there should be a power of compulsory detention. I do not see how else we can get the protection. Of course, that power of compulsory detention should be very strictly safeguarded, so that it cannot be abused, and probably anybody who is affected by that power should have the right of appeal in such direction as the Commission may think advisable to suggest. I quite admit that any compulsory power of detention is objectionable *per se*.

2082. Would your power of detention extend without the limit of age. Would you give power to detain during the whole of a girl's life?—I think I would, subject to the necessary safeguards against abuse. The woman F. A., already referred to, was seduced when she was sixteen and had had five children when she was thirty-three. Three of them died when babies.

2083. All illegitimate?—All illegitimate. This woman is less defective mentally than the two cases previously mentioned, but she is quite unable to protect herself from the danger she incurs when free from restraint. That points to the very interesting fact that so long as these women remain in the workhouse their children are kept alive by the care which is bestowed upon them at the workhouse, but when they get outside, of course, that care is withdrawn; the children have to share the hardships of life and want of attention and proper nourishment and proper care which the mother is not able to give them, and they very soon die. There is no doubt a considerable element of the very high infant mortality

* This grant was, I believe, first paid in the quarter ended Michaelmas, 1874, and came from surplus revenue on the Budget announcement in April of that year. The Local Government Act of 1888 transferred this charge to the county council.

which may be attributed to that cause, not only as regards the pauper population but as regards the lower stratum of the general population. There was a very striking instance which came under my observation at W. only last September. That was the case of a man called W. V., aged forty-eight, and he was married to a woman, E. V., aged forty-two. Whether they were married, or not, I cannot tell you, but they said they were married. They had a daughter E. V. aged twenty-two, and she had an illegitimate child eighteen months old. The next child S. V. was seventeen. She was pregnant at the time. C. V., another daughter, was eleven, A. four years, and E. one year and five months. They were all rough uncouth children, but they were well grown. W. V., the father, was deficient, and always had been deficient. E. V., the mother, I should consider deficient, but she was sensible, although she was very deaf—probably the sort of woman that nobody but W. V. or his type of man, would have cared to take up with. They had been on the road for many years, and have been in the casual wards on and off at times during the five years that the present master and matron have been in office there. Mrs. D., the matron, believes that the H. Guardians, to which Union they belonged, put the two eldest girls to school, somewhere and they used not to accompany the parents on the road. The parents however, appear to have got hold of the girls as soon as they could after they left school. The W. matron believes they make money out of their prostitution. The eldest girl's child was born shortly after she was twenty. She has only been with the parents during the last two years or so when they had been at the vagrant wards. The second girl had only recently joined them, presumably when she left the control of the H. Guardians at sixteen. She is now seventeen, and when recently at W. the labour mistress who attends the female vagrants told the matron that she was pregnant and that she stated that she was so. The parents appear to have got hold of her as soon as she left school. The whole family are now tramping together, E. carrying her illegitimate child about with her. The children are said to be healthy and well grown. There would seem to be little doubt that C. will share her sister's fate as soon as she is old enough. The father is described as being certainly mentally deficient. The mother is, I believe, physically sound except for extreme deafness. The first child must have been born before she was twenty.

2084. What do you infer from the instances you have given us?—That if there had been a power to detain in this case, W. V.; in the other case the two girls; the mischief would not have occurred. The mischief in all these cases occurs simply because there is no power of controlling these defective individuals. At present, at sixteen, every inmate of a workhouse (the general population outside are not protected even up to the age of sixteen) becomes independent, and has a right to take his or her discharge from the workhouse, unless it happens to be a child that has been adopted by the Guardians, in some of which cases they can keep them until eighteen.

2085. Have you any statistics, or could we get any statistics to shew the effect of the girls being allowed to go out at the age of sixteen, in producing these illegitimate children?—I am afraid that I have no statistics on the point; I do not know that there are any published, but I suppose there is no Board of Guardians in the Kingdom who could not quote such cases; and probably several of them.

2086. Do you know whether the maternity wards are filled or resorted to very frequently in almost all Unions by feeble-minded girls?—In the small country Unions the number of confinements annually is very small, but I take it that most of those cases that require attention during their confinements at the public cost do go to the workhouse maternity wards.

2087. Can you tell how many would be feeble-minded in comparison with those who resort to the maternity wards from mere poverty and are sane?—No, I am afraid I cannot tell you that, but I think it would about follow the average proportion of the feeble-minded to the population, or somewhat less.

2088. Supposing it is not possible to pass any law authorising such detention as you suggest, is there any other means of checking the production of illegitimate children from feeble-minded girls?—I do not see, unless a power of detention be given, that anything can go much further than the Criminal Law Amendment Act does.

2089. That touches what I wanted to bring your attention to. The Criminal Law Amendment Act takes away from people under sixteen the power of consenting to intercourse. There is also a Section in that Act which is intended to protect adult idiots and imbecile women. But that only deals with attempted carnal knowledge, or carnal knowledge, not with mere indecency, or indecent assaults, and that gives a protection to the accused—it throws upon the prosecution the onus of showing that he knew the person he so treated to be imbecile or idiot. I want to suggest to you whether it would not be possible to raise the age of consent, and hold that no feeble-minded woman could consent whatever her age is—raise it from sixteen, and say she should not be able to consent?—Certainly, but it appears to me that there is a weak point in the Act; it is extremely difficult to define "feeble-minded" unless you get somebody who is certified, and it seems to me that for practical purposes it might be difficult to get a conviction under the Act unless the offence were committed upon a person who was certified as being of unsound mind.

2090. But for the purpose of the existing section the idiot or imbecile need not be certified?—I am not quite sure about that.

2091. It would be for the jury to find whether the person was or was not an imbecile, and to the knowledge of the accused?—But there are a great many loopholes, I am afraid by which an accused who really was guilty might manage to work through that section.

2092. Would an amendment of that section meet with your approval, if it were adopted in these words, which would then leave it to the jury to decide whether the prosecutrix, the young woman, should or should not be protected in a similar case. I suggest to you that we might alter the law by using some such phrase as this: "The consent or acquiescence of any lunatic, idiot or imbecile, or of any person habitually so feeble-minded as to be unable to give a rational or intelligent consent shall not be a defence to any charge of committing or attempting to commit any act involving indecency with or upon such person"?—I quite approve of that. While we are on that point I should like to draw attention to one other point which has some bearing on the legal aspect of the case, that is with regard to these unfortunate cases; of course, it is extremely difficult to get evidence because the girl herself is not in a position to prosecute.

2093. She is not a competent witness if the judge decides she is not?—Quite so. In any case if she goes as a witness, she must be subjected to cross-examination, and in the hands of a clever cross-examiner she would be "knocked into a cocked hat," to use a familiar expression.

2094. Admitting that, I suggest to you that a provision such as I have suggested in the law would of itself be such a terror to evil-doers as to be a preventive of acts that we complain of towards these people?—To some extent it would be, but I do not think that would be sufficient.

2095. I am not suggesting it as an exhaustive, but only as an auxiliary?—There, I quite agree with you.

2096. May I pursue it a little bit further. In cases within the Lunacy Laws, of certified lunatics in asylums, there is a statutory provision in the Lunacy Act absolutely disabling any patient from consenting to any act of carnal knowledge on the part of the officers of the asylum. Might not that be extended, do you think, to other offences besides actual carnal knowledge?—I see no objection whatever.

2097. You would protect them from any sort of indecent action on the part of the officers or indeed of people who are not officers of the asylum?—Certainly; one appears to me quite as important as the other.

2098. Did you attend the Poor Law Conference in London about a fortnight ago?—Yes.

2099. Did you hear a paper read by Dr. Milsom Rhodes on the protection of defective-minded people?—Yes.

2100. Did you hear the subsequent discussion upon it?—Yes.

2101. By numerous speakers?—Yes.

2102. Was it insisted upon by a large number of those speakers that some such statutory provision to prevent

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girls from defilement was necessary?—I think it was; that was the very general opinion I think.

2103. Do you think that it would be acceptable to the Poor Law Authorities if the subject were considered by this Commission?—Certainly, I think that every Board of Guardians is anxious that additional powers should be given.

2104. I mean for the law to be altered in the way I am suggesting?—Yes.

2105. To deprive the feeble-minded person of the power of consent to such acts as lead to the production of these illegitimate children?—Yes.

2106. Have you in your experience found that feeble-minded men are corrupted by able-minded women. I am giving you the reverse case?—I am hardly able to answer that question. I do not think I have had sufficient experience to warrant any opinion that would be of any value. I should think that it is highly probable that it is so.

2107. If you adopted the form of words that I gave you for a statutory amendment, that would involve it?—Yes.

2108. As regards the detention which you suggested to us at the opening of your evidence you recommend, how would you deal with that power in the case of persons who belong to the well-to-do classes?—I do not think that the power is required to be exercised so much with regard to people belonging to the well-to-do classes, because their own relations as a matter of fact look after them. I do not think one finds the mischief among the well-to-do classes except very rarely. Among the lower classes and these unfortunate pauper girls, it is unfortunately very common. Among the upper classes, I take it, it is very rare, because there is already power to protect them on the part of their parents and relatives, but there would be no reason why the power should not exist in regard to them if it were necessary.

2109. But it would then have to be exercised in a way suitable to the environments and life of these people?—Yes.

2110. The detention instead of being in a workhouse or a labour colony would have to be in a private asylum kept by some well-to-do doctor or keeper of an asylum?—Quite so.

2111. As regards the life of illegitimate children that are born from these feeble-minded people, have you any statistics to show whether they live long, or whether they die early?—No, unfortunately, I have no statistics, and I take it they would be very difficult to get, because you would have to trace cases during a long series of years, and it is not at all easy to do so, but in the cases which have come under my observation, where the woman has had several children my impression is that a very considerable proportion of them die very young for the reason which I have stated, that is, a few months after they leave the workhouse. Whilst I am on that point perhaps you would allow me to refer to a point which has some bearing upon that portion of the subject, and that is the present position of the Bastardy Law. You are aware that, if the mother will not prosecute, and there is evidence of paternity, the Boards of Guardians can obtain a bastardy order against the putative father, but in the present state of the law that is absolutely useless, for this reason, that if the girl discharges herself from the workhouse the next day, the order lapses; it is only of effect during the chargeability of the child. So that supposing a woman is reluctant to get an order against the father, and the guardians get the order, the father may come to her the next day and say, "Here is 10s., you come out for a day or two." She goes out. Directly she is out of the workhouse the order has lapsed, because the child has ceased to be chargeable. If she goes back the next week the Guardians would have to begin *de novo* and get a fresh order. That performance might be repeated indefinitely, if evidence could still be obtained.

2112. Is there not a power in the Bastardy Act to enable the justice to make a sum of money payable to some other person than the mother, or is that only under the circumstances of her being lunatic or in prison?—The general power that I referred to was the power that was given to the Guardians to obtain an order really to save the rates from the cost during the chargeability of the child. Directly that child ceases to be chargeable the order lapses.

2113. What would you suggest?—That where an order of that kind is made the order should remain in force as against the father, notwithstanding the fact that the child ceases to be chargeable to the union.

2114. Who is to get the advantage of that?—The mother would then be able to get the payment when she left the workhouse, and the Guardians if she returned there. Now, the father can defeat the object by getting the mother from the workhouse even for a day. Directly she is discharged the order lapses. If she return to the workhouse, the Guardians have to proceed again. As a matter of fact, the object of that power has been absolutely defeated by the conditions under which it exists. I do not think I have ever known a case in which the Guardians have proceeded to get a paternity order.

2115. I am only looking at it from the point of view of the bastardy resulting in connection with feeble-minded girls. I dare say you will bear me out that the Guardians must be in a very difficult position as regards getting an order in the case of a feeble-minded woman?—Extremely difficult.

2116. Because the mother being unable to testify in court, there would be no chance, or hardly any chance, of getting evidence in chief or corroborative evidence of the main fact?—Quite so.

2117. The admission of the defendant would be about the only evidence possible; which he is not likely to make?—No. I have a striking case here about the death of the children. It is the case E. S. in the W. workhouse when I was there last December. She had had five illegitimate children. She was in the workhouse with her fifth illegitimate child just born; of the four born previously two were born in the workhouse and two outside, but all four were dead.

2118. What age was she?—I do not know her age, but I think she was a woman of about thirty.

2119. How long had the children lived?—That I am afraid I cannot answer, but none of them could have lived more than a very few years. The two last ones not more than a year or two—two or three years at the outside.

2120. They would only be a very short time a burden on the rates?—Yes. She only went into the workhouse for her confinements. As soon as she had been confined she went out again with her family, as so many of these cases do; they are not permanently chargeable.

2121. Are most of the girls in the maternity wards feeble-minded girls who resort to the maternity ward very young?—I can hardly answer, but I should think that unprotected feeble-minded girls would as a rule begin very young. It is an unfortunate fact that a good many of the feeble-minded, male and female, have very erotic tendencies, and begin very early.

2122. (*Mr. Dickinson.*) I understand, whilst you say the amendment of the Criminal Law Amendment Act in the direction Mr. Greene suggested would be an assistance, it would not be a complete remedy?—No; it would be a great help no doubt in its own direction, but I do not think that it could do what is desired without the power of detention; I look upon the power of detention as the most important preventive.

2123. I suppose you agree that the detention in those cases must be permanent detention?—I would not say necessarily permanent; I would safeguard it by a power of appeal, and I would give Guardians power to discharge as they have under the Lunacy Act, if they think it safe to discharge a person whom they had detained in case he should improve as he goes on in life.

2124. But so long as a case is a *bona fide* feeble-minded case, you would make that power of detention permanent?—I would enable them to keep the case so long as they considered it necessary in the interests of the individual case.

2125. You mentioned that a girl in the workhouse can be kept there until she is sixteen years old; if the guardians exercise their power of adoption she may be controlled until eighteen. Would you explain what that power of adoption is?—Under certain conditions which are laid

down in the Act giving the Guardians that power. if the child has been ill-treated by the parents, if the child is living with parents who are likely to bring it up to evil purposes, and in certain other circumstances of that kind, which are all described in the Act, the Guardians may by resolution adopt that child, that is, take it out of the custody of the parents, and take it into their own custody. That only has to do with children under the control of Guardians.

2126. Would that power have operated in the case of the daughters of that man you mentioned?—If they had been in the workhouse, the Guardians could probably have used it.

2127. If once he had come into the workhouse, the Guardians could have seized his daughters and kept them against his will until eighteen?—Yes.

2128. On the ground of their feeble-mindedness, or some other ground?—No, that is not confined to feeble-mindedness at all; that is a general power which is given with regard to parents who are bringing up their children under evil conditions—a power which is given under the Act. I have not got the Act before me, and I cannot quote all the conditions.

2129. I suppose it would not include a case of a child who was feeble-minded who was affectionately treated by its parents?—No, not at all; it is only in cases of ill-treatment, or where the child is likely to be badly brought up.

2130. Would there be any objection to extend that power to cases where the child is mentally deficient?—I do not know. It is a very strong power to have been given, and a great many of the feeble-minded children are extremely attached to their parents and their parents are extremely attached to them. I think it would be a very hard thing to say that there ought to be a compulsory power to remove a feeble-minded child from the care and control of an affectionate father and mother simply because the child is feeble-minded. If it were shown that the parents could not bring up the child as it ought to be brought up and could not do what was necessary for its well-being, the power would be a valuable one, and I should like it to be given, but I think it should be limited to cases of that sort.

2131. That would very much limit your proposal of detention. If persons are only going to be detained whose parents wish them to be detained, may not you very much restrict the usefulness of it?—No. I am afraid I have not made myself quite understood. Any girl who is under the circumstances which have existed in the cases that I have quoted no doubt there ought to be power to detain, whether her parents wish it or whether they do not wish it, but those are girls in workhouses. There may be a few special cases receiving outdoor relief, and I should give a similar power with regard to the case receiving outdoor relief, certainly. I understood your question referred to a general power to be given over the whole of the population of the country, that is the high class, the low class and the middle class.

2132. You would now rather limit it to the cases in which the mischief has already accrued. They would hardly be in the workhouse until that had happened?—A considerable proportion of the cases are actually brought up in the workhouses, and take their discharge when they are sixteen. That is what I want to prevent, chiefly.

2133. I understood you to say somewhere in this statement that you do not suggest limiting this power of what you call protection to the paupers only?—I am most anxious that it should not be so limited; I want it for the general population of the country.

2134. Then the restriction that you have mentioned just now would not quite apply, would it. If you are right, as I am inclined to think you are, that this power should be extended outside the operation of the poor law, then you cannot say that you would only apply it to the cases who come first of all under the Poor Law?—No, I am perfectly willing that the power should be given in every case where it can be shown the parents are not in a position to look after the children properly, and where proper Institutions are available.

2135. You would limit it to that?—Yes.

2136. Amongst the poorer classes there must be a great many people who keep their children under such conditions that, although they have great affection for them, when they are defective they get into difficulties?—There I quite agree with you. I think (and I have had some experience on this point) that the feeling of the lower classes is that where it is necessary for the good of the child to part with the child, in the majority of cases they are willing to part with the child, and however much the mother may love the feeble-minded child, if she knew that by parting with it she would get it cared for and educated in a way she could not do herself, she would be quite willing that the child should go.

2137. It is the common experience of those conversant with these homes that the parent may be very willing to let the child go into a home until she is fifteen or sixteen years old, but the moment she becomes capable of earning wages the parents can get her out?—There I should apply the power of detention.

2138. Without consent?—Yes, where the parent cannot take care of the child.

2139. In those cases the parents would say they could undertake for the child perfectly well?—That would be a matter of evidence. I think the power must be safeguarded by an appeal. To begin with, what authority should have the power to detain with regard to the outside population? With regard to the pauper population we are in a condition to apply the power at once because there the children are under the care of the guardians, and there is the place in which they are—I do not say it is a desirable place for them—and the machinery is in operation for exercising the protection of the children if the guardians have the power to keep them. With regard to the general population the institutions are not in existence yet.

2140. With regard to paupers, you would give power to detain a child at whatever age, in opposition to the wishes of the parents?—Yes, when the circumstances warranted the detention.

2141. You would not extend it beyond those who come under the pauper classes?—I would if it were possible to apply it; I would give the power certainly.

2142. You see the need for it?—I see the need for it, but I do not quite see who is to apply it. For the moment the guardians are the authority in charge of the children under the poor law, and they could apply the power, but some general term might be used, the authority or the person having the control; that might include the general population, and I am most anxious to get protection for the general population as well as for the pauper population.

2143. In pursuance of that train of thought, you say in your statement: "Guardians or possibly some other authority might be given a power to retain without limit of age, subject to restrictions which would guard against an improper exercise of power." Have you any idea as to what other authority you would contemplate?—The whole question is surrounded with extreme difficulty and the question of expense must come in very largely. One foresees that difficulty which will be created by the question of expense. If it could be arrived at, what I should like to see would be that the county councils should have institutions for the care and control, training and education of feeble-minded children, and that they should be the authority who would be able to exercise this power of detention, subject to the necessary safeguards.

2144. That would extend to all cases, poor law or otherwise?—Quite so.

2145. That you think would be advisable—to take them out of the Poor Law administration?—I do certainly; I would much rather that all those cases were not in workhouses. I would rather they were in institutions which were specially fitted for them.

2146. I think you also say that you think it ought not to be in any sense Poor Law relief?—Quite so; I think the question of training of feeble-mindedness ought not to be regarded as a question of Poor Law relief. Where those cases are destitute there is no reason why guardians should not pay for them to whatever institution they are kept in, but I would much rather they were not trained as Poor Law children.

2147. I suppose you would agree that at the present moment the practice of looking upon a person as in receipt

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of Poor Law relief tends to prevent parents sending their children to an asylum or institution?—There are very few institutions, and those institutions, as they exist to-day, I do not think are Poor Law institutions—any of them.

2148. I was talking more of pauper lunatic asylums. Everybody who is in a pauper lunatic asylum brings the taint of pauperism on his relations?—That is being limited to some extent. Some of the county lunatic asylums have now paying departments in which the inmates are not paupers. Dorset County Asylum has recently built a paying department. I think in the Hampshire Asylum they have a paying department. I am not sure what they have at Devizes. In Dorsetshire they have and in Hampshire they have, I think. There is no doubt that there are a large number of people who are classed as paupers, not because they are destitute, but because they are destitute of the means of paying for the expensive treatment of their afflicted relatives.

2149. I notice you say: "Many persons are now classed as paupers not because they are destitute, but because they are feeble-minded and their relatives cannot afford to pay for them in any available institution, and therefore send them to the workhouse or to the asylum." ?—That is so.

2150. In your view the admission of a person into an asylum should not help any relation to pauperism—should not pauperise the person?—Where they are destitute I think it should, but a great many of these people are not destitute. There are many cases in which they pay the full cost at the asylum, but nevertheless the inmates are paupers.

2151. At the present moment a person may pay, if not the full, at any rate a great portion of the cost; nevertheless he is looked upon as in receipt of pauper relief?—Certainly he is.

2152. That you think ought to be done away with?—No, only done away with in this manner, that there ought to be an institution, other than the pauper Asylum, to which a person could send his relative, if he is able to pay the cost. I think that everybody who is admitted to the pauper lunatic asylum must be pauperised, because he is maintained at the cost of the rates.

2153. Notwithstanding the fact that thousands pay a proportion of the cost?—Certainly. You often find in workhouses the cost of the inmate is paid, but he is none the less a pauper.

2154. Parliament has parted from that principle, because ordinary medical relief does not pauperise?—That is only outdoor relief, and that is where it is limited to medical relief and medical comforts. If it carries any extras with it, the individual is pauperised. From my point of view that is a very doubtful provision. Parliament did it in accordance with the practice in Ireland, and it was a fair argument to say, "If it was so in Ireland, why should not it be so in England." That is the view that commended itself to Parliament, but if I may say so, it never commended itself to me. The beginning of most Poor Law relief is the receipt of medical relief. That is the first downward step. A man finds he can get medical relief without paying for it, and his natural independence goes. He says: "If I can get this without paying for it, why should I not get the rest of the things I want without paying for them." I look upon medical relief as the most insidious and dangerous form of relief, and personally I was extremely sorry that Parliament passed it.

2155. You would not extend it?—No.

2156. It is a little bit hard, is it not, on a poor working man who has an imbecile child and cannot afford to pay for maintaining it in the ordinary home?—The answer is the very old one, "hard cases make bad law."

2157. I think you said that it should not be an asylum but a new kind of institution?—That is what I should like.

2158. Can you tell me, at all, if we had this new class of institution, what you call an intermediate institution, whether there would be any considerable proportion of those at the present moment in lunatic asylums who could be housed in these intermediate asylums?—I think a considerable proportion of those who are now in lunatic asylums might be.

2159. Do you think it could be done more cheaply in this institution?—I think much more cheaply.

2160. Then you would say that if we could devise a scheme for these intermediate institutions, although it might involve greater expense for the maintenance of the new class of inmates, the feeble-minded, it might bring about a saving in the expense of lunacy?—If you could once overcome the capital outlay of providing the institution I have no doubt that that would be so Of course, that is the difficulty. Upon that point I think that the lunatic asylums are all becoming a great deal too large. I am not speaking as an expert in lunacy, because I have no claim to do it, but I have a very strong feeling indeed that no public institution ought to hold more than 1,000 inmates. I do not think it is possible to have the personal knowledge and supervision which is necessary on the part of the chief officers if you have an institution which holds an excessive number of inmates.

2161. That is a question of expense, is it not?—That is a question of expense, and the asylums have been added to very largely in order to take in this class of case, for which there was no other provision. That also prevents the asylums from being able to address themselves to their proper functions, which are curative and the care of acute mania.

2162. You refer to the Government grant of 4s. a head for lunatics. Do you think that it would be fair to ask the Government to contribute a greater sum than it does at the present moment for lunacy?—That is a very difficult question to answer. I think the contribution which is now made is a very valuable relief to local taxation, and in the final report of the Local Taxation Commission they did not suggest that that grant should be increased—but they did suggest that it should be given to cases to which it is not now given; that is 3s. a week, if I remember aright, to certain cases in the care of the Guardians.

2163. Four shillings?—It is 4s. to the cases in the asylums, but only to cases in the asylums; for the cases the guardians keep in their own workhouses they get nothing. No doubt that is a hardship. Take some of the big workhouses in which they have lunacy blocks which are well staffed by special attendants, and the cases are very well looked after. The guardians get no repayment. If they send their cases to the asylum, they get 4s. a head for them. A small union which has made no provision for them whatever does send cases to the asylum and gets the 4s. per head, whereas the guardians who have the elaborate and expensive provision get nothing. That is, I think, a hardship that was appreciated by the Taxation Commission, and they suggested that guardians should get 3s., less than the payment for the cases in the asylum, so that they should have no inducement to keep cases in the workhouse that ought to go to the asylum, but that for cases kept in workhouse establishments where the accommodation was satisfactory to the Lunacy Commissioners and the Local Government Board, there 3s. a head per week should be given.

2164. It would be quite fair for the Government to extend that grant to the feeble-minded if the feeble-minded were brought into the cognisance of the authorities?—Quite so.

2165. I dare say you know that this 4s. grant is not paid by the Government direct; it is paid by the county council?—The 4s. grant was first of all paid, I think I am right in saying, in the quarter ended Michaelmas, 1874. It then came from surplus revenue on the Budget, commencing in 1874. When the Local Government Act of 1888 was passed it was transferred to the county councils.

2166. In a lump sum. At the present moment the growth of the expense falls on the county councils, not on the Government?—Yes, because the payments are, I think, payments which come under the heads scheduled in the Act of 1888, and the amount is paid to the county councils, and through the county councils the 4s. for the cost of the lunatics is paid to the different local authorities owning county lunatic asylums.

2167. The Government pay a sum of money which is stereotyped and the county council pays the 4s. a head, so that the increase in cost is falling on the county councils and not on the Government?—That may or may not be. I do not know off-hand whether the amounts which are paid to the county councils in all cases either exceed or are less than the amount that they pay for the lunatics. I can conceive a case in which the amount paid to the

county council is greater than they pay out; if so, the county council would get the benefit of it.

2168. Quite so, but the Government, dealing with the number of lunatics, does not assess its contribution on the number of lunatics; it gives a lump sum, settled in former years, and the actual 4s. a head is paid by the county council?—I do not know that it gives a lump sum settled in former years; it gives the revenue from certain sources which are scheduled in the Act.

2169. I think it comes under probate duty. That does not very much matter at the present moment. Supposing that it was arranged that the feeble-minded should be added to the class of persons entitled to the Government grant, the Government would have themselves to contribute rather than that the extension should be placed on this particular fund?—Certainly; that would be my view. That, no doubt, was the view of the Local Taxation Commission.

2170. Was that the view with regard to the 3s.?—Yes, so I understand it.

2171. It was to be a grant from the Government?—It was to be paid from Imperial and not from local funds.

2172. (*Mr. Loch.*) With regard to the grant you have just referred to, the Local Taxation Commission were in favour of a grant, or at any rate did not express a view contrary to a grant, similar to the 4s. now being paid to the guardians?—Quite so.

2173. The process which you have called Government grant would be the same process as that which now prevails?—Quite so.

2174. You would desire special provision for the senile class—intermediary, I think you called the provision you would make?—Yes.

2175. Do you think that that provision should be as expensive as the provision even for the feeble-minded, who may in some degree be improvable, or for lunatics?—No, not at all; it would merely be such provision as is necessary for the careful observation of the cases.

2176. Have you any data, or has any data, to your knowledge, been put together, as to the cost of providing, say, for 100 of such persons?—No. It is almost impossible to give an estimate, because the circumstances vary so much in different localities. But in building workhouses I think it may fairly be said that a reasonably planned workhouse can be built for about £100 or £120 per bed. I do not think that provision for accommodation for cases of senile decay and cases of chronic feeble-mindedness need be more expensive than the workhouse provision.

2177. You would be prepared to take that as a standard of what would be required in the case of providing for the senile feeble-minded?—I should. Of course, it might be a little higher, because you would want more cubic space. A good many of these cases are bedridden, and you would want more cubic space than where you had to deal with the able-bodied, but I think that the provision made in the ordinary workhouse sick ward would be quite enough for cases of senile decay and for ordinary cases of feeble-mindedness that merely want observation and proper nursing to prevent bed-sore, and to keep them clean, and details of that kind.

2178. A proposal was made that there should be a combination of workhouses where in some counties the workhouses have practically become empty. Are you in favour of any utilisation of buildings for that purpose?—No, I cannot say that I am. My experience of late years has been limited to my own counties, which, except Southampton and Portsmouth, are entirely rural. Dorset, Hampshire and Wiltshire have, it is alleged, a very considerable amount of spare workhouse accommodation, and it is said that it would be very easy to combine classification by means of workhouses; that is, to classify the different classes each into a workhouse. If you do that, you bring in the element of distance, which is an extremely difficult element. It means removing people entirely from their own associations and surroundings, which I consider a very great hardship. Certainly, as far as my own opinion and influence go, I should never favour that.

2179. That would apply equally to the feeble-minded and even to these people suffering from senile dementia?—If you could get one workhouse to spare, the accommodation might be sufficient for the class of case you are referring to. Can you get a workhouse to spare? Can you get a Board of Guardians willing to take that class of case, and that class of case only? Can you get any Board of Guardians that is willing to be wiped out? I have never found one yet. I have tried to dissolve a union, but I have found I have had to give it up, because they would not consent to be dissolved. If you cannot wipe them out, you must get them to consent to take one particular class. If you combine by workhouses, would you get any Board of Guardians that would consent to take as their class the feeble-minded, the epileptic and the insane? I do not think you would.

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2180. No, I was thinking of the matter from the point of view of a Union being merged in another Union, and, therefore, there being vacant buildings available?—Then you bring in the element of distance, which to me is a very serious one. The workhouses are now so placed that they are practically as a rule the centre of their own Unions. The Guardians come from all their parishes, the clergy come, the carriers come, there are endless sources of communication between the different parishes of the Union and the Union at the centre. By that means the people in the workhouses are kept more or less in constant touch with their old associations and their old homes, and their friends can come and see them. The average Union is a centre with the Unions stretching perhaps seven or eight miles from the centre. That is, all within range of the centre, and, as a rule, in constant communication with the centre. Supposing you remove those people twenty miles away, you practically cut them off entirely from their own associations and surroundings. To my mind that is a very great hardship, and one which would especially affect the sick, and, I think, would especially affect the feeble-minded. I believe most of the feeble-minded who have relatives are very fond of their relations, and their relations are very fond of them. I think that the interests of the feeble-minded themselves and their relations are deserving of very serious consideration. I do not think you can deal with the thing as if you had simply got a map upon which you were able to plan and lay down what you think best administratively, without consideration of the sentiments and feelings of the individuals concerned.

2181. It is often said that the feeble-minded in the country workhouses do well, and that they should be left there; they help in the laundry, and so on. Is it your opinion, in the case of the feeble-minded, that you would leave them there?—It is a point on which I feel somewhat strongly. I should divide the cases into the offensive and the inoffensive feeble-minded. The offensive feeble-minded I should certainly remove from the workhouse, in the interests of the other workhouse inmates, as well as in their own, but the inoffensive appear now to be perfectly harmless in the workhouse. They do a great deal of useful work. I think it would be a great hardship to remove them, and I do not see why they should be removed. When I was at W. some years ago—that is a union in which the treatment of lunacy in Wiltshire has been rather closely thought out—I went into the history of the insane who were in the workhouse at the time, those who were classed as insane, and those who were not classed as insane, but who really were feeble-minded. There had been a considerable amount of complaint in the workhouse of the nuisance that certain troublesome old women were to the quiet and well-disposed inmates. I found five feeble-minded persons who were classed as of unsound mind—four men and one woman. The woman, M. S., is a senile dement of eighty-four years; she is a chattering old woman, but not so bad as some of the other women who are not insane. She would be better elsewhere as regards the comfort of the sick ward, in which she lives. She is at the same time not nearly so troublesome in the ward, as are two other women, M. K. an aged woman, and E. P., aged forty. These are the two women who caused most of the discomfort in the ward. M. K. and E. P., however, could not be removed unless they were certified to be insane, and however troublesome they may be in the sick wards, it would be a very doubtful course of action to endeavour to get a magistrate, an independent medical practitioner, and the workhouse officer, to certify them as insane merely because it would

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be convenient to remove them, and it would seem very wrong to brand them and their families with the reproach of insanity because they were troublesome. The four male imbeciles are A. G., 70; E. B., 45; F. M., 45, and A. P., 29. A. G. is a most useful general handy man. He works in a garden and helps with the pigs, looks after the vegetables and turns his hand to anything that he is put to. The master describes him as very useful and thoroughly contented and happy. He is well-known throughout W., and is often allowed to go into the town for errands or other purposes. There he has many friends whom he meets with great pleasure, and who are glad to see him. E. B. goes about with the firewood barrow. He has a cousin in W. whom he frequently visits. In the workhouse he helps in the kitchen where he is said to be of great use and to do a great deal of work. He also is said to be thoroughly happy in his surroundings. F. M. has friends at C., and regularly goes to spend the day with them. Sometimes he has exceeded his leave and has stayed with them for the night. The Guardians would not object to this, except that it is doubtful whether there is sufficient sleeping room. He does much of the scrubbing in the workhouse, and again is said to be useful and very happy. A. P., twenty-nine, makes himself very useful at any work allotted to him. He is a keen sportsman and runs like a hare. When the hounds are about he loves to get after them, and within reasonable limits is allowed to do so. He has a father and mother, and periodically goes to see them. He also is said to have a very happy life. The master who gave me the above particulars says that if these four men were taken away from the house, the work could not be done without further paid labour. He says further that at the house they would be very sorry to lose them, and that he is sure the men themselves would be very wretched if they were removed from their own surroundings and association to an establishment where they would have none but their own unfortunate class for companions. These men work well and willingly, and are quite happy in their work. They are no nuisance and give no trouble and no cause of complaint to any other inmates. The Guardians appeared to think that they did not want to get rid of them. It would be a grave hardship with no compensating advantage to add to the misfortune of insanity the pain of taking them away from their present happy condition of life. I have made enquiries on the point on many occasions and have found practically the same results as at W. The W. Guardians, or some of them, regretted that the woman M. K. above-mentioned was not certified as insane in order that she might be removed. Just this class of woman is the most troublesome of all to deal with, but it could not be right to class her as insane because she is troublesome. Why should those men be taken away?

2182. The same with women, would you say?—Yes, if they are not offensive. Directly they become offensive, I think they ought to be removed. They might be offensive merely from habit. Many imbeciles, insane people, feeble-minded people, have offensive habits; that is, they ram their food into their mouths, and slobber over their clothes, wet themselves, do not keep themselves clean; they are offensive and a nuisance to other people, and those ought to be removed in the interest of the others; but where they are perfectly harmless it is different. In several workhouses I know several people of unsound mind who are happy; everybody is good to them, and tries to make life pleasant for them. Surely it would be a great hardship to remove them to an institution where they would be treated differently. There is that man who follows the hounds, and when the hounds are within range he has a good time. Why should he be shut up where there is nothing of the kind?

2183. As to these men, granting some were left in the workhouse, how would you judge as to who should be sent to some institution which would be more appropriate. Would you rest it upon the report of the local medical officer, or would you have some control by way of inspection, because there must be great variation in the opinions that people hold on the subject?—That would be so. I think the Guardians would at once remove anybody who ought to be removed. I have known many cases in which Guardians were anxious to remove cases if there had been some place to send them to, but they were unwilling to send them away under present conditions, because they did not want to further congest the asylums. The asylum in Wiltshire has appealed to the Guardians not to send people to them because they are so full; and that has been the case in the other counties also to some extent.

2184. Would your remark about leaving these people in the workhouse apply equally to the towns as to the rural districts?—I think so.

2185. Could you say what number of feeble-minded you have found, reported as such, putting aside lunatics, say, under your inspection?—I am afraid I can hardly give an answer to that question. I got out a return some little time ago of the epileptics, idiots, and insane in receipt of relief in my district indoor and out. The total number was 889. (*The Return was handed in. Vide Appendix Papers. p. 678 b, post*). That is in Hampshire, Wiltshire, Dorsetshire, and the Farnham union in Surrey. Cricklade, Wootton Bassett, and Swindon are not in my district. I have only fifteen out of the seventeen unions of the county.

2186. (*Mr. Dickinson.*) Is that 889 in fifteen unions?—No, in fifty-four.

2187. (*Mr. Loch.*) That includes lunatics?—That includes those that are certified as insane and the epileptics who cannot be so certified.

2188. Of that 889, how many are lunatics and certified?—I do not know that I can answer that question quite certainly; 696 would be certified as insane, and 193 are sane epileptics. There is a curious feature about the sane epileptic which it may be interesting for you to follow, and that is that the number increases so much with years. In the whole of my district, under twelve years there was only one sane epileptic in receipt of relief. Under twenty years there were nine. Those were all males. Over twenty there were forty-eight males and fifty females. So that the sane epilepsy appears to grow with years, or the cases come under the care of the Guardians because they cannot maintain themselves.

2189. Is the burden of those figures this, that the margin of the feeble-minded that have to be dealt with is comparatively small?—It is very difficult to answer. There is a very unfortunate divergence of practice in different Unions. In some Unions they class as imbecile, that is they place under certificates, almost everybody who is feeble-minded, and in other Unions you will find several feeble-minded who are not classed at all, and who in the other Unions would have been classed, so that it is an extremely difficult question to answer.

2190. Could you answer it by an impression?—Yes. I should think that the proportion of feeble-minded who are not classed as insane is very considerable—possibly half as many as those who are classed.

2191. 400 to 500 on the figure of 889?—I should think so, perhaps, but this is only an impression. I have no facts to guide me to a correct estimate.

2192. And that would be practically all the area under your supervision, including Portsmouth, Southampton, and so on?—Yes.

2193. (*Mr. Dickinson.*) How many Unions are there?—Between 650 and 660. The number of indoor paupers who are classed as insane in my district is 361, and there are 50 sane indoor epileptics. There are 42 insane indoor epileptics. They are classed among the insane. There are 217 insane out-door paupers and epileptics, and 41 sane out-door epileptics.

2194. (*Mr. Loch.*) Practically taking in and out sane, it is 193 plus 50?—No, 50 indoor and 41 outdoor—91 altogether.

2195. That is to say, taking the present system of certification as at present applied, it comes to that?—Yes.

2196. Is one half of the number feeble-minded?—No, those are not feeble-minded, those are all sane.

2197. (*Mr. Dickinson.*) You estimated the feeble-minded at about one half of the numbers you gave before. Does that estimate hold good?—Yes, that would be about one half of the total that are certified. I think there are probably about half as many who are not certified, and are feeble-minded, as there are who are certified insane; but that is merely an impression, I cannot give it as a fact. With regard to the sane epileptics, of course those are the ones which I think

are the hardest cases of any because they appreciate their misfortune. The imbeciles who are epileptic do not appreciate it in the same way as the sane epileptics do.

2198. A question arose of the limitation of age as to the control of guardians, and so on. Do you think that in any way the Children's Custody Act is applicable? Would it not be necessary, if we are dealing with this matter to have an entirely new Act? I notice in the 25th and 26th Victoria, Chapter 43, the question at issue is whether or not the person has deserted the child or abandoned it, or whether it has been brought up at the expense of some other person, school, institution, or Board of Guardians. Those issues are quite different from the issues which we should have to consider in regard to a controlling age in the case of the young who are feeble-minded, are they not?—There are other points which would bring the cases within the Act; that is if the applicants have been convicted of cruelty to children. That is also a case. I think that was amended later.

2199. But in the main it would be rather a special provision?—Yes, and I should like to impress upon the Commission how very important it is that some adequate provision for the training of the feeble-minded children should be provided. At present the provision is absolutely inadequate. I was at Portsmouth the other day. They have got about a dozen children in the imbecile block of the Portsmouth workhouse simply because they can find no place to which they can send them to be trained. If the Guardians could find any place to which they could send them, they would send them with pleasure, but there is no place to which they can send them. They wanted to send some to Starcross, but those are epileptics. They have a good many cases at Starcross, but Starcross will not take an epileptic case. If a child is feeble-minded and epileptic it is extremely difficult to find any place which will take him. If, in addition, children have any defect which requires special nursing, such as skin disease, it is additionally difficult to find a place for them. As a matter of fact now there are a very large number of deficient children who certainly might be improved, who are necessarily kept in the workhouse because there is no place to which guardians, with the most willing hearts in the world, are able to send them. I am most anxious that provision should be made for the children, both non-pauper and pauper. That is even more important than for adults, for the children could be done a good deal with. The results they achieve at Starcross are simply wonderful. Anybody who has seen what they can do with almost hopeless cases cannot come away without the most complete conviction how very sad it is that the provision does not extend so as to be generally applicable.

2200. With regard to building an institution such as Starcross, or of that type, do you think there is a tendency to incur undue outlay on the part of the local authorities?—Starcross is a private institution, so is the Royal Albert Asylum at Lancaster. I do not think there is any reason why there should be undue expenditure. I think establishments for the training of those children might be provided at a very reasonable expenditure. One or two probably would have to be expensive, because there should be accommodation for sick children, and children who required special physical attention as well as mental training. Where you have the combination of physical requirements as well as mental requirements, you get nursing and sick wards, resident medical attendants and details of that kind, which are necessarily expensive.

2201. What would you say would be the cost of those in an institution of that type?—I do not see why it should not be done at from £120 to £150 a bed. I am speaking from an impression, not from knowledge.

2202. But you have visited a great many institutions?—A great many.

2203. (*Dr. Dunlop.*) In the first place I rather understand from what you have said that the Bill you now suggest is a permissive one, not a compulsory one—that power might be given to enable the Guardians to detain these cases. You do not go the length of suggesting the compelling of Guardians to detain cases?—No, I should be satisfied if the Guardians had the permissive power to detain, just as they have now with regard to the adoption of children. The Guardians are not obliged to adopt any children, however bad their surroundings may be, but they have power to do it if they come within the Act.

2204. Under the Lunacy Acts the guardians have more or less permissive powers, they are allowed to get a case certified and if he is certified he is sent to an asylum?—Not necessarily; there are a great many certified cases kept in workhouses.

2205. But treated as certified cases?—Yes.

2206. It is only permissive; they seem to have a free hand as to what cases they get certified and what they do not. There is a great variation in the classes as you say?—That is so.

2207. Dealing with these weak minded people, it is a form of lunacy, would not you go the length of saying the guardians *must* take care of them?—I do not think it would be necessary to do so. I think you would find that in all cases where the guardians ought to detain they would be very willing to detain them. I should not object to its being made compulsory except that the less compulsion you bring in the better, as a matter of principle.

2208. You must know about neglected lunacy—there is an instructive case in *The Times* this morning. There is permissive power left in the hands of the Guardians, and they get rid of them as soon as they can in certain cases. These weak-minded, feeble-minded people will cost money. Certain Unions, I do not say all of them, far from it, would fight shy of putting the Act in force. Would not you say they must take on the duty?—I do not think so. I doubt whether you would find Guardians would fight shy of putting the Act in force.

2209. Personal experience is that lunacy authorities do, and personal experience is that the Inebriates Act is in certain parts of the country a dead letter because it is permissive and not compulsory?—Parliament is very much more willing to give permissive powers than compulsory powers. Probably I should be very much inclined to agree with you.

2210. You would agree with me but you think that permissive power is more desirable than no power?—Certainly.

2211. As regards discharge I am sure in your duties you have seen many an incompletely recovered lunatic discharged from an asylum?—That is a matter over which I have no control whatever. Everybody knows that that is so, sometimes.

2212. And the visitors have absolute power of discharge?—That may be so.

2213. Three visitors discharge from an asylum whether they are recovered or not recovered?—The Guardians have the power with regard to any person of unsound mind in the workhouse. If the Guardians like to discharge anybody that is certified as of unsound mind in a workhouse they can do so.

2214. That introduces the permissive element in the treatment of insane people?—Yes.

2215. It is permissive whether they provide accommodation, it is permissive whether they detain them or discharge them, and you would go the length of saying with these feeble-minded hopeless things, it is entirely permissive to the Guardians how long they keep them, and you would not make it a hard and fast duty on the Guardians, or whoever the authority is, definitely to retain these people until they are recovered?—No. Of course, many of these cases of feeble-mindedness and chronic imbecility never will recover. As a matter of fact the Guardians do detain them in the workhouse until they either die or until they become so insane that they must remove them to some other place, because they cannot look after them.

2216. Is there anything to gain by leaving the Guardians power to discharge them until they do recover or get so bad that they require to be removed?—I think it is just as well the Guardians should have the permissive rather than the compulsory power. I think compulsory power to detain a person of unsound mind for ever might be a troublesome thing. It happens sometimes that a person who is of unsound mind comes into money. Would you say that the Guardians should not have the power to discharge him to the care of his own family?

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2217. Certainly, in such a case?—I mean, there should be a power of removing the permanent detention if it were desirable to exercise it.

2218. The point I am working on is this; there may be Unions which do not desire to take up this new duty, and they can avoid taking it up by first not supplying the accommodation, and secondly, by discharging the cases immediately. Should not that be made illegal?—I have not said a new duty. I have merely suggested a mode of dealing with cases actually in existence and which are under the care and control of the Guardians—that they might have the power to keep them where they think it desirable to keep them, whereas now they have no such power.

2219. But it is only permissive—it is only "might" not "must"?—Yes, I think the "might" would be sufficient.

2220. That is not my experience?—I do not for a moment pretend to put my experience against yours, but I am simply speaking of the experience of the workhouse.

2221. In visiting workhouses if you see an insane person not certified, what is your duty?—Strictly speaking I have no duty in the matter, that is entirely a matter for the Guardians and their medical officer.

2222. I understand you are the Government Inspector?—Yes, but the lunacy inspectors go round specially to inspect lunatics in the workhouses.

2223. They inspect certified cases?—Yes.

2224. But it is the uncertified cases?—If they saw a case which they thought evidently ought to be certified they would suggest that it should be certified. I have known it done. In my own experience if I were going round a workhouse and saw somebody that I thought ought to be certified I should ask the Local Government Board to request the observations of the Guardians and medical officer upon the case—why it should not be certified.

2225. That is comparatively frequently done is it not?—No, it very seldom happens. I do not remember coming across a case that had not been certified which was so bad that I thought it necessary to get it certified. The Commissioners in Lunacy have done so.

2226. You have given us about half a dozen this morning?—No, those were not cases that I could have said should be certified under the present law. I do not want them certified as insane, I only want power to detain those cases. I do not want to add to the number of insane in the Kingdom. I think the number of insane in the Kingdom is quite sufficient. I do not want the feeble-minded recorded as insane, but I want a special power to certify, to effect the detention of the feeble-minded without their being classed as insane.

2227. What is the objection to their being classed as insane?—Because I do not think they are insane. An imbecile may be feeble-minded to the extent that she cannot protect herself, but she may be perfectly able to talk to you, she may be perfectly able to do hard work, she may be perfectly able to go through the ordinary every day routine of life. and I think it would be very hard to class her as insane.

2228. Where does the hardship come in?—Because I do not think she is insane, and reproach attaches to insanity.

2229. She is a person of unsound mind requiring treatment?—No, I do not consider a person of feeble mind a person of unsound mind. Feeble-mindedness is no doubt, technically speaking, a form of insanity, because it is failure from lack of brain power, it may be congenital lack of brain power, but I should not like to have every feeble-minded person classed as insane. The insane returns of the country would run up to an unnecessary degree.

2230. I think you will agree the insane statistics are rather under-stated?—No, I do not think so. I think the statistics are rather over-stated. I think a great many are classed as insane who, years ago, used not to be classed as insane. I think it is hard we should have such a high statistic of insanity, and that the proportion of insanity as compared with years ago is a very unfair one. I only want to get power of protection of the feeble-minded as distinct from the insane. I know from a medical point of view it is a form of brain disorder, and consequently a form of insanity; but I should draw a distinct line between insanity which amounts to lunacy, and feeble-mindedness; I mean for practical purposes.

2231. Some of the cases you suggested just now are perfectly readily certifiable?—Which ones?

2232. The V— family. There was one of them was a distinct well-defined imbecile?—No, the father was of deficient intellect; the children are not imbecile. There was one I referred to who was mentally defective, that was the woman D.F. at C— workhouse. She had not been in the workhouse, she only came for her confinement; directly they got her in, it is possible she might have been certified. It might have been a very good thing that she should have been certified, but it would have been simply to keep her out of mischief—not that she was insane, although deficient.

2233. Is not that a very good reason for certifying?—Not as insane.

2234. She was certifiably insane. You say she might have been certified, and there is no power in the country to compel Guardians to have her certified?—No.

2235. It is entirely permissive as to what cases they shall certify?—Yes, if I had been on the Board of Guardians I should not have certified her. She was unable to protect herself, but I do not think it is fair to certify her because she is unable to protect herself, from that particular point of view. I do not want to increase the lunatic roll of the kingdom.

2236. You said with regard to the V— family one particular case was *non compos mentis*—unable to plead or give evidence?—No, not that case.

2237. At all events you described a feeble-minded young woman who was unable to give evidence in the witness box—surely she is certifiably insane—she is of unsound mind?—The woman D.F. She only came into the workhouse for her confinement. If you had a case of that kind, it might be a very good thing that she should be certified, but probably she had her own family to live with. I should not at all have objected to have had her certified, had the Guardians chosen to do it.

2238. You say there ought to be power of compulsorily detaining feeble-minded children when the parents are not in a position to take care of them?—Yes.

2239. Would not you add to that: "or who do not care for them"?—By all means.

2240. I think that covers what you meant to say?—Certainly, and further, where the parents are able to contribute towards the maintenance, it is most important that they should be required to do so.

2241. There is another point; you have seen the result of the institutional treatment of the feeble-minded people?—To some extent.

2242. What is your general impression about it?—In the institutions which are properly designed for them, such as Starcross and the Royal Albert Asylum at Lancaster, the results are excellent, but if you treat them in the workhouses, the results are nil; they simply go on stagnating and doing no good.

2243. Have you any chance of following them up after they leave—say ten years after they leave the institutions?—That is touching on a very difficult point. As to whether they are able either at Starcross or at the Royal Albert Asylum at Lancaster, to turn them out self-supporting individuals for the rest of their lifetime, I am not prepared to give you statistics; but I believe a very considerable number of them are able to support themselves, and to maintain themselves in after life, if they get them early enough. It would be very easy to get those statistics, no doubt. The Starcross people and the Royal Albert Asylum people would be able to give you statistics as to what the outcome of their work is.

2244. You mentioned what we speak of as the "White Slave Traffic"—the parents living on the proceeds of the daughter's immorality. In your experience is that common?—I am afraid it is common. Of course the proportion of feeble-minded children is a very small proportion, taking the general population; but with regard to pauper children generally, it is the commonest experience that parents who desert their children, directly the child comes of an age at which it can earn money, reappear and claim the child.

2245. You mean, earn money illegitimately?—Illegitimately or legitimately. There is no doubt where you have bad mothers who have lived upon the streets themselves, that directly their daughters become of an age when they can follow the same profession they try to get hold of them for the purpose. I have known several such cases in my own experience. Then the Guardians most wisely try to get them to Canada or some place out of the way of their relations where they cannot get at them.

2246. (*Mr. Burden.*) In answer to Dr. Dunlop you spoke of cases at Starcross and the Royal Albert Asylum, of people being able to maintain themselves after discharge. Do you think it would be more likely for them to do so if employment could be found for them in institutions and such like places where some kind of control might be exercised?—Please do not take me as having said the results from Starcross and the Royal Albert Asylums are unsatisfactory, because I have no wish or right to say that. I would rather you got the information from those two institutions. I think you would find the large proportion of the children were turned out as self-supporting. I knew someone who took great interest in Starcross—one of my late colleagues, Lord Courtenay. He told me the results at Starcross were very excellent. But how far, if the cases were traced for the rest of their lives, it would be found they were able to hold their own in the battle of life, I am not prepared to say.

2247. Do you think the proportion would be greater or not?—I do not know. I cannot venture an opinion. On the point to which your question was addressed I am quite with you. I think it is most desirable that there should be institutions to which cases who cannot support themselves could be sent after special training, where, if possible, work could be provided for them—that is, a sort of labour colony.

2248. We have heard of an institution where eighteen to twenty, or even more, laundry maids are employed at great expense to the rates. These might easily be sent to such institutions to do the work, and might do it equally as well as the paid officer?—I should think that is a very possible opening, but that would require a good deal of thinking out. It would depend very much indeed on the local circumstances, the protection that could be afforded, and details of that kind.

2249. In speaking of classification, you spoke of the undesirability of removing people from one district to another. Does that apply to children as well as to adult persons?—It is difficult to give a general answer to that question. Where the surroundings and the parents of the children are bad, it is most important to remove them to a distance to keep them from those bad surroundings and bad parents.

2250. Suppose it were a question of training, do you think then it would be a good thing to remove the child to a long distance?—I certainly should not hesitate to do it. We part with our children for a great part of their life during the period of their education. If we send our children away from us for some eight months in the year, I cannot see the hardship of the lower classes doing the same thing; I never could see the hardship of that.

2251. I think you said just now it was objectionable to remove feeble-minded persons from one Union to another, because you remove them from surroundings they have become used to?—I did not intend that to refer to where there was the necessity of training them properly. With regard to adults I think what I said is right, but with regard to children, for the purpose of training, I should not hesitate to remove them to distances from their parents where it is for the good of the child.

2252. (*Mrs. Pinsent.*) You were describing the type of girl who comes in and out of the maternity wards of the workhouse, and gave several instances. No doubt it comes within your knowledge that such cases are being trained now in the schools for the feeble-minded, and that we can see these propensities beginning during their training in the schools?—Yes.

2253. It is quite possible for us to point out in every class four or five girls who will undoubtedly be girls of that type before many years have passed. If we detain them in schools up to the age of sixteen, would you be in favour of those cases being directly transferred at that age either to some institution under the county council or into a workhouse for the guardians to detain?—Certainly.

2254. Those cases that we know to be such cases?—Yes.

2255. You would then be in favour of a form of certificate on leaving school which should place them in the power of either the guardians or the county council to detain?—Certainly, and for such length of time as may be necessary to effect the purpose; either for life, or for such period short of life as may be sufficient.

2256. And that absolutely irrespective of whether their parents are paupers, or whether they could pay a certain proportion of the expense of maintaining them in these colonies?—Yes, quite so; but I think it would be necessary to ensure some protection against the abuse of such a power. The parents probably, or anybody *in loco parentis* should have some power of appeal if they want to have a child under their own control. I think the less interference you have with relations the better, unless it is absolutely necessary.

2257. But you would make the power compulsory; you would not leave it to the parents?—I would make it compulsory, independent of the parents.

2258. No doubt you have found many parents of the defective girls are themselves morally bad and very often mentally deficient as well?—Yes, and parents would want to get hold of that class of girl for a particular purpose.

2259. Therefore when the Defective and Epileptic Children Act has been put in force all over the country, we shall be in a position to deal with those girls very much better than at present, because we shall know which are defective?—Quite so; but at present that Act is only permissive, so it is quite possible that over a good part of the country it will not be put in force at all, unless it be made compulsory.

2260. You agree that as a permissive Act it is not satisfactory?—From my point of view it is not, because it is purely permissive.

2261. It has failed in providing adequate accommodation?—Quite so, and that is a point which appears to me of supreme importance. I think it is the most important point, probably, that the Commission have before them; that is the provision for the defective children, because there you begin where you could do some permanent good.

2262. You believe in having that Act made compulsory?—Yes, with the knowledge that is in my possession at the present time, but I do not know what arguments there may be on the other side. My own opinion would be that it should be made compulsory.

2263. Would it be very much use to make that Act a compulsory Act without making detention on the part of the Guardians also compulsory. We should be turning out a great many children at sixteen. It would surely be hoping too much that the Guardians would take them straight from the Special Classes unless they were compelled to do so?—That is a question which it is difficult to answer. It is very difficult to put compulsion upon Local Authorities in regard to individual cases. There are so many cases in which there may be collateral reasons for not doing what, on the face of the thing, would seem to be the right thing to do. It is very difficult to give a positive opinion that either County Councils or Guardians should be compelled to take control which they do not wish to take. I am quite with you in your object.

2264. Do you not think it would lead to a certain amount of waste of public money to make an Act compulsory to provide for children up to sixteen and then not have compulsory powers to follow that up?—I think I should take the age considerably over sixteen. If I had the power to settle the age I should put it very much higher than sixteen.

2265. Are not we agreed that a great many cases need life-long provision?—Yes.

2266. Therefore a limit of age would not help us much?—I would rather have no limit of age, but if you have a limit I would put it much higher than sixteen.

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2267. What would you think of such cases as these? Cases we have educated for six or seven years at considerable cost to the State in special classes, who have been in the workhouse and have been turned out? They are mentally deficient girls of the exact type we have been describing. Do you not think it is an extravagant way to spend a large sum on them up to the age of sixteen and then to turn them on the streets? —I think it is most extravagant and unwise, but I do not think you would find many guardians would do it—at least, I hope not.

2268. (*Dr. Dunlop.*) You wish them to be able to do it?—No, I do not wish them to be able to do it, and I do not think they would do it. Any compulsory interference with the liberty of the subject is a thing one touches with hesitation. I should be very sorry that any power should be given which might easily be abused. If you safeguard the compulsory power so as to protect it from abuse I should be willing to give it.

2269. (*Mrs. Pinsent.*) That would be your feeling. Under proper safeguards and with every care taken so that the powers of detention could not be abused, you think they might be safely made compulsory?—Yes, I should not hesitate. The present defective provision for the children is a point which appears to be the one which calls most urgently for remedy. I think all of us must feel how very terrible it is that children should be brought up under the conditions in which a very large number of feeble-minded children are now being brought up. Anything that would remedy that would not only save an enormous amount of suffering, but it really would in the long run be of very great benefit to society.

2270. I wonder whether you would mind enlarging a little on what you said about combination of defects which are so difficult to deal with, for instance, feeble-minded cripples. How would you suggest dealing with them? I do not want to think only of the pauper class, but also of the non-pauper class; people whose wages are 25s. to 35s. a week. I have a list of forty feeble-minded cripples?—I should wish my remarks to cover the non-pauper class of the population quite as much as the pauper population. I think it is quite as important, indeed, much more important, looking to the much larger proportion, that the non-pauper population should have facilities for dealing with these cases as that the pauper population should have. But the proper classification of the feeble-minded, of course, is practically limited by the question of expense. If establishments could be set up all over the country (I do not say even in each county because the cases are not very numerous, some of the counties are very small and there might be a combination of counties for the purpose) I think it would be necessary there should be a certain proportion of those establishments to deal with such cases as you have adverted to, that is the cripples, those that require special medical treatment as well as mental training.

2271. How would you suggest they should be dealt with? Should it be a matter for the guardians or the county council?—By a combination of counties, and possibly a small combination of counties might provide such an establishment and consent to take cases on payment from other counties. I do not think you would want many. The object would be to keep down the initial expense as low as was consistent with the necessary provision being made. I do not think it would be possible that the class of case which I have in my mind, and I think you have in your mind, that is of the cripples and cases afflicted with obstinate skin diseases, cases of incontinence and other mischief, and abdominal mischief, and cases of that description, could be dealt with in any general institution. I do not know whether Dr. Dunlop will agree with me about that, but I think there should be special institutions in which cases which require physical or surgical and medical treatment in addition to mental training, should have those special facilities.

2272. (*Dr. Dunlop.*) Separately treated?—Yes, of course it would be very expensive to have what one might call an infirmary block in each establishment that would have to be provided; so that it would be very much better to group cases requiring infirmary treatment into some special establishment where the training could be carried on at the same time as the medical or surgical treatment.

2273. (*Mrs. Pinsent.*) Would you extend that to other combinations of defects such as blind feeble-minded, and deaf feeble-minded?—The blind and deaf and dumb are provided for by Statute. There is a special duty put upon school authorities now to provide for the blind and deaf and dumb. It, however, often happens they are not feeble-minded or mentally deficient. Where they were, they would come under the control of the authority that one hopes may be set up for dealing with the feeble-minded cases in the different counties or combinations of counties.

2274. I fancy most of the blind institutions have regulations that if the child is mentally deficient in addition, the doctor is not to admit. I have found that a practical difficulty?—If there were a sufficient number of blind and deaf and dumb who were feeble-minded it might be a good thing that they should be separately treated, but there should be at all events some accommodation provided where they could receive the necessary training, and the special care, skill, and tuition which were required for their proper development.

2275. You said something about the hardship of the sane epileptic in the workhouses. Would you mind explaining a little more. Have you found many cases of sane epileptics confined with imbeciles and idiots in the infirmary ward?—My experience of sane epileptics is that sane epileptics are specially nervous about themselves. The insane epileptic is not so nervous because he does not appreciate to the same extent the misfortune which is upon him. The sane epileptic varies enormously. You may have sane epileptics who are only epileptic to the extent of now and then a sort of shaky fit. That may increase with growth or I believe it may pass off with growth if it begin young. As the mischief increases the patient gets more and more nervous about himself. Other cases are so bad that they fall down in a succession of terrible fits one after the other, yet they may go on like that without becoming insane. Between times they may be for months without fits, and then have a series of very bad fits, but between times they may be perfectly sane. All the time they are very nervous and they want such protection as they can get. If they are in the general wards of the workhouses, they have not the observation and comforts which they have in the sick wards, and generally in the imbecile wards. I mean in imbecile wards where there are any numbers, there are always paid, and more or less skilled, attendants. There are provisions made for the protection and care of the inmates. I find myself that the sane epileptic prefers to have even such protection as he gets there rather than to be in the general wards where he has to go through the ordinary routine of daily life, though he may not be required to do work like the ordinary inmates. There are a considerable number who of their own choice prefer to be in the imbecile wards rather than with the sane inmates.

2276. Do you think in the imbecile wards they get the regularity of work which is necessary for epileptics?—I doubt it very much, but epileptics, especially sane epileptics, are very shy about working unless they know somebody is near them if they have a fit. It is not safe to let them have tools Suppose a man was to fall on a hoe or a spade or on hard ground. It might hurt him very seriously. Very often they do not know when fits are coming on at all. Some do know, and with regard to those cases it would of course be safer to let them work.

2277. If such a thing could be managed you would rather be in favour of having sane epileptics at work which could be adapted to their capabilities, than in imbecile wards of the workhouse?—Certainly, I hope that in the institutions which may be provided in consequence of the report of this Commission there will be special provision made for the sane epileptic. I pity the sane epileptic more than any other class of affliction that I know of—much more than the insane epileptic.

2278. (*Mr. Byrne.*) I want to ask your advice how we should proceed to get more accurate knowledge than we have at present as to the numbers of these people. It will be necessary for the Commission to make some estimate of the number of feeble-minded people not certified under the lunacy laws. You have told us some people who are feeble-minded are certified under the lunacy laws. Do you think a large number are unneces-

sarily certified in some districts ?—No, I do not think that, I think they are chiefly certified in order that Guardians may refuse them if they ask to take their discharge from the workhouse. Unless they are certified, the Guardians have no power to refuse if they want to take their discharge. Any person not certified can take his discharge after giving the prescribed notice which generally speaking is twenty-four hours. Where these people are of unsound mind and the Guardians think it dangerous that they should be allowed to go out, they take the necessary steps to get them certified. That is chiefly in order to prevent them getting their discharge.

2279. If we issue a circular to Unions it will be necessary to make it clear that some of the people about whom we are enquiring may be among the certified as well as among the uncertified ?—Certainly, and it would not be easy to get a satisfactory distinction.

2280. At the other end of the class there is also the obvious difficulty of distinguishing between sillyness and that degree of imbecility which we call feeble-mindedness. What do you think would be the most practical way of the Commission finding out the total number, in England and Wales, under the power of the Poor Law Authorities, of these people—issuing a circular or sending an expert or what other way ?—You would get a great deal of information by sending a circular if it made it clear what your points are, and if you were able to get the concurrence of the local medical officers as to the number of cases which should be included under the different classes that you name. I have great admiration for the way in which the workhouse medical officers in the majority of cases perform their work. From my point of view a great many of them are ill paid and they do their work extremely well. I am speaking of my own impression. not saying that the local Government Board consider that they are ill paid. I do feel very strongly that a great many of the medical officers receive inadequate salaries. Some medical officers do their work very much better than others. In some unions you would probably get extremely careful returns, in other unions the returns would be much less careful and much less reliable. Probably it would hardly be fair to call upon the medical officers to do the work without their getting some remuneration or recognition.

2281. I am afraid the Commission would have nothing to do with that. The Commission could only ask for the information ?—The probabilities are that you would get a great deal which might be valuable but it would not be altogether reliable. If you were able to send round an expert who would be able to define the cases into the classes into which you wish to have them defined, you would get the thing very much better done. It would be just as important to get it in regard to the out-door as in regard to the indoor.

2282. If we were to send round an expert the publication of his estimate of the number would be open to the criticism that it was the opinion of one individual man ?—Quite so.

2283. That is a very serious criticism for the statistics on which a Commission like this is to report, is it not ?—Yes.

2284. Would you consider it almost a fatal criticism ?—I am inclined to think I should. It would be a very serious objection and an expert examination would necessarily take a very great length of time. There are some 650 or 660 Unions. Some large ones themselves would take a very long time, such as a workhouse at Liverpool with 3,000 inmates, and Portsmouth where there are 1,800 to 2,000. For an expert to go carefully through all the cases which you would require information about would be a very lengthy business indeed.

2285. Do you lay much stress on the argument that the distinguishing of a feeble-minded person is not a matter of simple inspection, but requires some knowledge of the person ?—That is another point which was in my mind. I was going to say it would be extremely difficult for an expert really to obtain the results which you want because he would not have the observation which would enable him to decide.

2286. Even an expert would have to ask the medical officer and the officers of the institution before he could decide himself ?—Yes, and he would have to go upon their statement unless he was prepared to give a considerable period for the observation of any doubtful cases himself.

2287. For the purposes of this Commission that would be impossible ?—Yes.

2288. On the other hand, do you think, that making allowance for the difficulty that you have mentioned between the really interested and competent officer and the less interested and less competent officer we should get information which would be of varying value, but still of great value, if we issued a circular perhaps explaining at some considerable length, and perhaps with examples of what we want ?—I think you would.

2289. Which would you advise as the more practical course ?—I think you would get more valuable results for your purpose from a circular than from a visit by an expert.

2290. Do you consider that the circular would have to be fairly lengthy and explanatory in order to get the same judgment applied in different localities ?—I should make it as short as you could, consistently with the information you wish to get. I think if you were to send a form to be filled up with the columns for the different classes you want, and were to send explanatory notes to that form for the information of the Guardians and their medical officers, that you would probably get very valuable information and that it need not be very lengthy. My experience of very lengthy circulars is that they are not received with the same attention and acceptance that shorter ones are. You might put in a memorandum for the guidance of the medical officer in his part of the work, which the Guardians need not pay so much attention to.

2291. In a workhouse, who would be responsible for the serious consideration and quick return of such a circular. Would the Guardians hand it to the medical officer, or would the clerk be responsible ?—The clerk and the medical officer between them. The Guardians would instruct the clerk to have the Return prepared and it would be the clerk's duty to see it was prepared as promptly as he was able to get it done.

2292. A similar circular to the Guardians invoking sympathy and interest would be the best way ?—Yes, I think the guardians generally take very great interest in this Inquiry, and they would do anything they could to help you. My own impression is—and it is founded on very long experience—that guardians have very great sympathy with the feeble-minded, and are anxious to help them in any way they can. With regard to the outdoor people, the information would have to be got from the district medical officers.

2293. There would have to be two circulars ?—Two forms, at any rate; one for the indoor and one for the outdoor. I think it would probably be very valuable, and it would possibly show that the proportion of cases which require to be dealt with is a great deal smaller than is popularly supposed.

2294. You are no doubt familiar with the census of 1901, the table which gives the blind, deaf, dumb, and insane. There is a column of lunatic—the lunatic from childhood, the imbecile or feeble-minded, and the imbecile or feeble-minded from childhood. "Lunatic" means persons certified under the Lunatics Act, and in asylums. Imbecile or feeble-minded includes imbeciles certified as lunatics, and in workhouses. If you add those together, they come to not quite 160,000. We know there were then 115,000 lunatics, so that leaves very few feeble-minded persons who are not certified. In other words, it is apparently, on the face of it, a defective report—it underrates the number. How do you account for that ?—I think a very large number of the feeble-minded are not recognised.

2295. And are not recognised in the workhouses because it is no-one's duty to recognise them as such ?—Quite so; but do not let me be supposed to say that they are not properly looked after in the workhouses so far as the possibilities extend.

2296. I did not mean that. I merely meant "looked after" for the purpose of statistics ?—Yes.

2297. At present there is no duty on any officer working under the Poor Law to keep statistics of the weak or feeble-minded ?—Not unless they are certified.

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2298. And there is no duty incumbent on any Poor Law officer to keep notes of the heredity or descent of any person going in and out of their institutions?—No.

2299. Any information of that sort that is available comes from personal interest and recollection of officers' experience?—Yes.

2300. It would be impossible to get in England by circular any such information as has been collected and published with regard to Institutions in America, tracing the history of whole families for four generations?—I am afraid it would be very difficult. It would be possible to get the number of children who are born of women who are actually certified in workhouses; if a girl has been in a workhouse, a certified imbecile, and has been allowed to take her discharge, and comes in again pregnant, it would be known she had at some time been certified as insane. It does happen that these girls are allowed out for a holiday, to go to their own people for a day or two, their own people undertaking to look after them. It seems very hard to refuse, but it sometimes happens they come back pregnant; they have taken advantage of the opportunity to get into trouble. Those cases would be known. I am afraid there is no information available which would give you a return like the American one which you speak of.

2301. Do you think it would be reasonable, having regard to the much greater interest taken in feeble-minded people, and the greater importance which people now-a days attach to the looking after them, to require institutions to make better investigations than they do now, and to keep more statistics?—The amount of book-keeping which workhouses, for instance, have to-day is already very great.

2302. We might substitute a family history for a less useful Return?—I am afraid if you did have such a record its value would depend on the correctness with which it was kept. That would be a very variable quantity.

2303. So, as regards family histories, you would not recommend us to take any decided steps?—I should be very glad indeed to get it, but I doubt whether you would get it.

2304. Could you suggest any way in which individual Poor Law officers could be induced to keep records—voluntary effort would be much better than compulsory effort, would it not?—Yes.

2305. Could you suggest any steps which would induce officers to devote themselves to such investigations?—It might be a recommendation to guardians that it would be very desirable that information of that kind should be put on record, but what I have said of medical officers applies with even greater force to the very large number of workhouse officers—that is, that some of them do their work very excellently, and others do it less well. Some devote an enormous amount of attention and care to every point that they have to attend to, and others do not; consequently any result that you would get from any requirement such as you suggest, would, I think, be of somewhat doubtful value as applied to the country generally. You might get a certain amount of facts which you do not get now.

2306. In the case of a system being introduced by which children who are observed during the process of education to be defective and obviously unfit to go out into the world, and who should be subjected to definite detention, do you think they should be committed to such detention by a magistrate, or would the wish of the parents or the managers of the institution in which they were kept, combined with a medical certificate, be sufficient? In other words, should it be the idiot system or the lunacy system?—I would much rather not have the magistrate brought in. For the necessity of safeguarding the rights of the individual it might be necessary to give an appeal to the magistrate, but in the first instance, I would much rather not have the magistrate brought in. I think the less you do to make it savour of anything that might be interpreted as having a criminal flavour about it the better. The idea of the lower classes in connection with a magistrate is chiefly of a criminal character.

2307. No doubt you are familiar with the system under the Inebriates Act. There, a person is sent by a magistrate and he has a power of appeal, he can appeal for discharge to the Secretary of State, or the manager of his institution can license him out. Should they have an appeal to the Home Secretary for instance, for their release?—I think it would be quite safe to commit them, if "commit" is the word to be used—I would rather have it, "procure their admission into an institution," and that it should be done by the authority which has the control of the child at the time.

2308. That would be the education authority?—It would either be the school authority, or the Board of Guardians, or whatever the authority might be that had the control of the child at the time. There are one or two other big points which have hardly yet been touched upon in my evidence. One is, supposing these intermediate institutions both for adults and children are provided as I think they may be, the question as regards the control of the Guardians in the workhouses will all fall through because they will no longer be in the workhouse under the care of the Guardians.

2309. But still an education authority would be a novel body to which to give the power to order people's permanent detention. County Councils have numerous powers, but commitment for life is not one of them. I am speaking of the point of view of the public?—The power might be given to the school authority. I should rather make it general, "any authority having the control of the child" without defining what the authority need be.

2310. Every one agrees that the education authority would be competent to judge; do you think the public would think that satisfactory?—I think so, I think it would be much better not to require the magistrate's certificate of committal.

2311. It is obvious that disputes would arise. Now and again people would not accept the verdict of the education authority. To whom would you give the appeal, to the law court or some central authority?—If the order were made by a competent authority (whatever the authority might be having the control of the child) that the child should go to an institution, if the order were not obeyed there might be an appeal, but supposing the order of the appeal authority were not obeyed either?

2312. That would be a matter for the police just as it is in the case of the reformatories?—Yes, quite so.

2313. What procedure do you think would seem the least strange and the least objectionable to the public on this question of detaining people. You think they would object to magistrates?—I think if the order were made by the authority having the control of the child, and that order were not obeyed, then it would probably be best to let the approval, in the first instance at all events, go to the magistrate.

2314. The magistrate I suppose sitting in his private room; not necessarily in the police court?—No, I would rather not have it in a police court. Guardians would be accustomed to the procedure because supposing they make an order on a child for the maintenance of his father, or *vice versa*, if that order is not obeyed, they go to the magistrates to make an order. The same procedure might do.

2315. Would you consider the judicial authority under the Lunacy Act a suitable body on the application of the education authority?—No, I would rather the order were made by the authority having the control of the child. If the order were not obeyed then I think the appeal must be to the magistrate. I think that would be most convenient.

2316. Would you allow the magistrates before whom the appeal came to consider the whole case on its merits with the medical certificates and to cross-examine the officers of the school and so on, or would you merely have them there to enforce?—No, I would make the appeal a genuine appeal, not merely a ministerial act on the part of the magistrate.

2317. It would practically amount to a committal by the magistrate?—After, yes, it would, practically.

2318. The Home Secretary could discharge on application if the circumstances changed and so on just as he discharges an inebriate or a reformatory child?—I do not think that would be objectionable. In the first instance, I think the authority having the control

of the child would be obeyed. If it were not obeyed I see no alternative but to get an order by a magistrate with the ordinary consequences of such an appeal.

2319. You said that in your opinion institutions for these people if provided should be provided by counties and combinations of counties. Would you entirely exclude any provision by volunteers of philanthropic associations, or do you think they might equally well be established by them under proper inspection and certification ?—Yes, I would not exclude provision by philanthropic effort at all, but if that provision be made I think it would be necessary that there should be a supervision and a control on the part of the public authorities to see that the action of such institutions is competent and efficient.

2320. With regard to your remark about the difficulty and undesirability of attempting to compel county councils or local authorities to do anything, should you consider there is anything to be gained by giving a central authority, if not power to compel, at any rate power to call for statistics, to hold local enquiries and to suggest in what way combinations of counties and other bodies might be carried out. For instance, the Defective Children Act begins by saying the education authority shall have power to call for statistics ?—I should not object to that at all.

2321. Do you see anything helpful in it ?—Yes, I think it might be very helpful, but I am not at all sure. With regard to the power of compulsion, I did not intend to say I thought it altogether undesirable that there should be power of compulsion where the County Council or whatever authority should be set up should fail to perform their duty; it is only that I do not want every County Council to be compelled to provide where the thing may be done much cheaper by combination of counties. I am afraid I did not make myself clear on that point. It appears to me clear that if the ground is to be covered it will never be covered by a purely permissive power. I think there must be compulsory power, but I do not think every County Council ought to be compelled. I intended to express that it would not be reasonable to require every County Council individually to make the necessary provision. In many instances it might be done by combination, which would be very much cheaper than if it were done separately. The numbers in some places might prove to be very small.

2322. The object of my question was to ask you whether that being so, a power of calling for statistics, holding local enquiries and suggesting, would not be very valuable in the central authority in order to expedite the matter where necessary ?—I think the power in reserve might be very valuable but the exercise of such powers is extremely irritating to the local authorities.

2323. It is like the Secretary of State's power to call upon them to provide asylum accommodation; the existence of it is useful, but it is never used ?—I quite see it might be necessary it should be in existence.

2324. Would you recommend that it should be in existence ?—Yes, where there was failure; where the power was not applied.

2325. (*Mrs. Pinsent.*) To go back to the examination of these workhouses by an expert in order to get the real number of the feeble-minded, do you think in those large towns who have put the Defective and Epileptic Children Act into operation, and who have already a local expert (that is the medical officer, who examines for the education authority and who is dealing day by day with children of the same type) that his opinion might be useful in conjunction with the opinion of the Guardians' officers ?—Yes, certainly.

2326. Therefore, in those towns where there is a medical officer of that description, examining for the educational authority, it would be a wise step to take to get him to join with the medical officer of the Guardians in making a search throughout the big workhouses for feeble-minded people, and we could in that way get a truer estimate ?—He has no right of entry in the workhouse. Supposing the Guardians object to extraneous officers going in, there may be a difficulty. Could not he give an independent report on the children under his own observation ?

2327. That only gives the Commission evidence with regard to children. We particularly want evidence with regard to adults ?—There might be not only considerable difficulty with regard to Guardians, but considerable friction between the medical practitioners. Medical practitioners, especially local ones, are not always friendly.

2328. You often find they do combine on committees ?—I think there could be no harm in making the suggestion that he should have the opportunity of being employed with the other medical officer, but I do not think it would be well to suggest it as a necessity. I think some Guardians might object and some of their medical officers might object.

2329. After the discussion to-day I think we all feel the difficulty of drawing the line of distinction where the abnormal begins. Do you not think a meeting of some of the chief medical men who have been concerned in this question in the country would be advisable and that we might let them draw up a kind of definition, and that the definition which they draw up should be used uniformly throughout the country ? Otherwise, we have one board of Guardians sending in nothing but those cases approaching the imbecile and the idiot, and missing out the really feeble-minded cases, and other boards of Guardians putting in a great many cases on the very border line ?—I think your suggestion is an excellent one. I think you probably would get a very much better demand for the information by that means than you would by drawing it up without such expert knowledge to help you.

2330. You agree the expert advice on this question is really valuable, if we can get it ?—Undoubtedly, most valuable to you. One of my doubts as to what the value of your circular will be is that I do not think a great many (I say it with all respect and submission) of the general country practitioners really know half as much on the subject as it is desirable that they should.

2331. You feel that is an argument on the other side. On the one side you have the public saying, "this is only the opinion of the expert;" but on the other side the public might say, "the local general practitioners, know nothing about it, and we should like the expert" ?—I did not say they knew "nothing" about it.

2332. (*Mr. Loch.*) You have no objection, or you possibly might see no objection in typical Unions, where Guardians are willing to co-operate with a medical man who is an expert, in bringing the medical officers of the Union and the expert into co-operation to come to a settlement as to the number of feeble-minded receiving relief ?—Not the least. I am quite certain, for instance, that in such very important centres as Portsmouth and Southampton, where they both have most keen and excellent medical officers, the medical officers would do their best to assist the Commission in any way in which they could.

2333. (*Chairman.*) You have nothing else you wish to add ?—Nothing.

TENTH DAY.

Monday, 20th March, 1905.

PRESENT:

The Right Hon. The EARL of RADNOR (*in the Chair.*)

W. P. BYRNE Esq., C.B.
C. E. H. HOBHOUSE Esq., M.P.
H. D. GREENE Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
CHAS. STEWART LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

PHILIP H. BAGENAL, Esq., called; and Examined.

Philip H. Bagenal, Esq.

20 Mar. 1905.

2334. (*Chairman.*) You have been Inspector to the Local Government Board about ten years, both in the Eastern Counties and in the Yorkshire district?—Yes.

2335. Have you any objection to putting in the notes of your evidence as part of our minutes?—No. I have put these down, and I do not think there is anything I should have to correct. But I may like to add a few things in the course of my examination.

2336. The only thing I wished to ask was whether you have had any particular experience of a particular workhouse, so as to give any idea of the numbers of the feeble-minded?—I took a workhouse on my way to London on Saturday—the Wakefield Union workhouse. The Wakefield Union had a population of 112,365 at the last census, and it includes a considerable rural area together with the town of Wakefield. I inspected this workhouse with particular reference to this subject, and I made special enquiries regarding the feeble-minded, idiots, and imbeciles in the workhouse, and I found as follows: there were sixteen male certified lunatics, and eight female certified lunatics, making a total of twenty-four. Of those, three males were idiots, and three females idiots. There were five male feeble-minded epileptics, not certified, who were warded with the lunatics, or with the infirm men. All these, I may mention, occupy the same block, and intermingle freely, though classified on the male and female side, after a fashion, in separate day-rooms. There were numbers of idiots, and imbeciles and inmates with their senses, all mixing together, which is a very undesirable thing. It is to be explained by the fact that they have not room in the workhouse. There is going to be an attempt to classify and to add accommodation. But that is the condition of a great number of workhouses—that the imbeciles are mixed up with the sane, which is very undesirable, and very hard lines upon the respectable poor. There were four feeble-minded women, of whom one was an epileptic. Of these, one has an illegitimate child, and there is trouble in keeping her segregated from the men. There is another whom the superintendent said was very likely to go wrong, and with whom she has had trouble in the same way. All the above are under special observation, and supervised by special officers, and are accommodated in a separate block divided into male and female quarters. Now I come to the main block where inmates in health are kept. In the main block I find the following feeble-minded: eight women between twenty and forty years of age, of whom the master said it would be most inadvisable to let them out; one epileptic of the same character. All these the master manages to detain in the workhouse by persuasion, or by putting difficulties in the way, such as asking whether they have any friends to go to, whether they are likely to keep them, and so on. As a matter of fact, he knows that he has no legal right to prevent them discharging themselves. Besides these, there are the following cases: a woman, aged thirty-eight, who has no sense of morality, and is a source of constant trouble to the matron and master. She has had five children, all by different fathers. This woman is now practically a permanent inmate of the house, and is not allowed out. She makes no application to be discharged, but uses very bad language when she is refused liberty to go out for an afternoon. Of her five children three died, very degenerate offspring. The survivors are under the custody of the guardians. The second case is a woman aged forty-five who has three illegitimate children. She is on the border line of imbecility, but the medical officer will not certify her as insane. Two of the children are said to be the result of an incestuous connection. She makes no application to go out, but there is no means of legally detaining her. There is a third case of a woman, aged twenty, bordering on imbecility. She has been in the workhouse for ten years, and is an active and useful person in work. Then, going on with the females, I find in the infirmary or hospital wards in 1904 there had been three cases of illegitimate births, all the offspring of feeble-minded women. One was the result of an incestuous connection. The superintendent nurse told me that the mothers of all these cases were distinctly feeble-minded, and her experience is that illegitimacy is very frequently the result of this. That bears out the statement which I make in my memorandum. On the male side I found there were five men who could be described as feeble-minded, who are useful and active workers about the place, going messages, and so on. They show no desire to leave the institution; they are quite content to remain there. Those would seem to be people ear-marked, as it were, for a labour colony, or a department of a labour colony for the feeble-minded, if such were established. Thus I find my summary for that workhouse is: there were twenty-four certified insane, and twenty-six feeble-minded. I thought I might just as well, as I was at the union, ask the relieving officers to forward me a statement as to the number, if any, who were in receipt of outdoor relief, and who might be classed as either imbeciles, idiots, or feeble-minded, and then we should get practically the whole of the outdoor and indoor feeble-minded poor chargeable to the Union. I received this morning this return: there are four relieving officers, and between them they return: Imbeciles, five males, four females; one idiot male; eight male and fourteen female feeble-minded; total, thirty-two. So that, you there get practically what the feeble-mindedness is in one Union which I have taken at random in my district. I do not know that there is any reason to suppose it is above the average, or under the average; I simply state these facts. I also thought it might be interesting to see how many outdoor feeble-minded persons were in receipt of relief in the Sheffield Union, which is an urban Union. The superintendent of outdoor relief is a Mr. Richards, an able man, who has his facts and figures generally under his hand. He said, in his letter to me this morning, that there were in receipt of outdoor relief twenty-seven males, forty-one females; total sixty-eight, who might be classed as feeble-minded. Of course, it seems obvious that any person of this class who is in receipt of outdoor relief, a female especially, is more or less a source of danger to the community.

2337. (*Mr. Byrne.*) Were the whole of these sixty-eight feeble-minded?—Yes, but that is a large Union.

The city comprises two Unions in a very large area. This comprises 246,000 population. Of course, you could make an exhaustive statistical survey of the whole feeble-minded in receipt of poor relief by a form and a return such as I have indicated in the figures which I have just given. If I had had time I should have done it for my evidence; but I should have had to send printed circulars out, and the time I should have had to receive it would have been too long, so I just took a specimen case to put before you to-day, the results of which I have just given you.

2338. (*The Chairman.*) You think that is a fairly typical case—you have no reason to doubt that others would be better?—I do not know that there is any reason to suppose there are more feeble-minded at Wakefield than there are anywhere else. I should say it was a fairly typical case.

2339. Have you anything else you would like to add?—I see that your reference is a very wide one, and deals with the existing methods of dealing with idiots, and epileptics and with imbeciles. I should like to say generally that it is rather difficult to know how to deal with imbeciles and idiots. I have one case which I should like to bring before the Commission which occurred when I was in the Eastern Counties district. I was inspecting Colchester Workhouse; there were three boys there: one eleven years of age, one seventeen, and one eighteen. They had been inmates for many years, and were imbeciles; so much so that I enquired whether they had been certified. They never had been certified by the medical officer. One of the reasons given was that the clerk of the justices contended that notice could not be given of imbeciles, and the justices had no power to order the detention of imbeciles in the workhouse, and, in fact, the justices had nothing to do with it at all. I was told that the clerk was an individual who considered himself a legal authority, so I wrote to the Lunacy Commissioners, and I made that statement, and asked for their opinion. I received the following reply. It is dated July 1900, "In reply to your letter of the 21st, I am directed to say that the Commissioners in Lunacy think that it would be difficult to define exactly the term 'imbecile' which covers many grades of weak intellect, but they are clearly of opinion that an imbecile who is certifiably of unsound mind would be included in the term 'lunatic,' which is defined in the Lunacy Act of 1870 as 'an idiot or person of unsound mind.'" I do not know that that throws very much light on the subject. It is rather of the non-committal order. Consequently, I wrote to the workhouse master, and I said I thought these boys ought to be certified, and sent to a public institution. I think that letter indicates rather an unsatisfactory state of mind with regard to definitions. It seems to me that the Lunacy Act defines "lunatic" to be "an idiot or person of unsound mind"; on the other hand, the Idiots Act of 1886 gives no definition of either "idiot" or "imbecile". All it says is, in Clause 17, in the Act, idiots or imbeciles do not include lunatics and lunatic does not include idiot or imbecile. It is rather unsatisfactory. I should like to add my strong impression and feeling that the workhouse and the guardians are very bad authorities to have to deal with the insane and imbecile or idiots. Frequently I find cases of children who ought not to be in the workhouse, and who certainly should be placed in an institution of some sort. There is the greatest possible difficulty in dealing with an idiot child at the present moment. I myself was instrumental in getting an idiot boy into Colchester Asylum by private effort. He is now coming out. It is about five years ago. That boy is to be returned to his family. He will be five years older, but I should not think he would be very much improved, from what I remember of his state. What is to be done with him? Can the guardians be forced to take him? Some say they cannot. I think they ought to be forced to, and I think they can be forced.

2340. If we wish to get statistics about the numbers of feeble-minded in workhouses, would it be better for us to get them through the general inspectors of the Local Government Board, or do you think we could get them satisfactorily direct from the unions?—I think this Commission ought to get them themselves by direct application to the medical officers.

2341. I only ask you because you said if you had time you could have done it?—I have to inspect each workhouse every year, and I should be sorry to double that work if I could possibly avoid it. If I took each one on my ordinary annual inspection it would delay the collection of the statistics by a year. Otherwise, I should be delighted to do as I did. I made my annual inspection of this workhouse on Saturday, and I spent a couple of hours in getting this information direct. There is no doubt you get more accurate information when you have the officers there to cross-examine, and to see the people, if possible. It really ought to be done by a medical man going personally; at least, that is my humble judgment.

Philip H. Bagenal, Esq.
20 Mar. 1905.

ABSTRACT OF EVIDENCE BY PHILIP H. BAGENAL, ESQ., GENERAL INSPECTOR OF THE LOCAL GOVERNMENT BOARD. IN THE EASTERN COUNTIES DISTRICT, STATIONED AT IPSWICH, 1896–1900. IN THE YORKSHIRE DISTRICT, STATIONED AT YORK AND HARROGATE, 1900–1905.

I have been for several years considering the problem of the feeble-minded. I understand the term feeble-minded to mean children who on the one hand are too feeble-minded to be taught properly in elementary schools, by ordinary methods, and on the other hand are not so feeble-minded as to be imbecile or idiotic. These again need to be classified into high grade, middle grade, and low grade, according to their possibilities of education and training, *e.g.*, some are completely wanting in moral sense, and are trainable only under continuous custody.

I have officially inspected Homes for the feeble-minded at Ipswich, Birmingham, Hampstead, Halifax, Baintree (now at Waltham Cross), Lingfield, and Manchester. I have also visited a special school for the feeble-minded at Halifax, which is carried on by the school authority.

I was the first inspector, I think, who touched in the annual report to the Local Government Board, upon feeble-mindedness as an element to be considered in pauperism.

Directly I was appointed to a general inspectorship my attention was directed to the presence in workhouses of feeble-minded inmates, children and men and women. I found that the guardians found difficulty in dealing with feeble-minded children. If they remained in the workhouse they became worse, and if they boarded them out they were liable to be ill-treated or turned into drudges. The managers of certified Homes sometimes objected to taking them, and if they did take them the normal boys or girls might take advantage of their deficiences and make their lives a burden to them In this connection I may say that one of the first voluntary Homes for feeble-minded children was certified by the Local Government Board on my recommendation. It was at Ipswich, and I frequently visited it and came to the conclusion on the whole that it was a very useful institution and filled a great want in this direction. I should be glad to see an extension of the movement, in order to give guardians of the poor better facilities for dealing with this class of children. There is no reason why Boards of Guardians should not combine for this purpose, except the expenditure, and the dislike evinced for creating new rate-supported institutions.

The question of feeble-mindedness in children has led me to urge upon guardians the great importance of their treatment of infants in the workhouse. The feeding and the arrangements for looking after this class are not as good as they ought to be in many cases, and I feel that feeble-mindedness may often be the result of want of proper care and attention in the earliest years of a child's life. The early signs of mental and physical defects can be detected pretty soon. "He's not all there" is a very frequent comment on a child in the workhouse.

The kindness and consideration necessary to overcome temporary mental weakness is not always forthcoming in workhouses, where, I am sorry to say, in rural districts, pauper inmates still look after the children instead of a paid officer.

When I was in Ipswich in 1898 I made a private attempt to get a return from all the elementary schools as to the number of feeble-minded children present. I sent a form of return to be filled up and also the definition of feeble-mindedness given in the report of the Committee

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on Defective Children, to the head teachers, and they were good enough to fill it up. There were approximately 11,000 children on the books and the return showed approximately that 1 per cent. were feebly gifted. I mention this because I feel pretty confident that this 1 per cent. contribute many recruits to our workhouses and probably to our gaols. Consequently the better treatment you have by special classes in the schools and the more control you get of this class of children the better for the State and for society at large.

Feeble-minded women are particularly open to the seductions of men. They seem to be deficient in will power and the power of resistance to attacks upon their virtue. In some the moral sense is altogether absent. The consequences we see in the frequency of this class in the lying-in wards of the workhouse.

In one workhouse I found five young women, all of whom were feeble-minded. Number one was going to be confined and had had two children before; number two had had two children; number three had had two children; number four had had one child, and number five had been confined in the summer, and had three children previously. All these were illegitimate. The cost of these cases is a very great burden on the ratepayers, especially as the children will probably turn out to be feeble-minded also. The fact is, this class become practically the prostitutes of the rural districts.

I made an enquiry on this question into the number of illegitimate births in the workhouses of my present district in the year ending the 31st December, 1901, and the number of mothers of illegitimate children who were feeble-minded. There were 462 illegitimate births, 6 per cent. of whom came of feeble-minded mothers. The returns were incomplete as to numbers, owing to the fact that no record was kept in two of the largest workhouses in the district.

With reference to the number of persons in the workhouses in my district who were of weak intellect, but who were not certifiable as imbeciles or insane, and who cannot, therefore, be detained in workhouses or elsewhere except at their own pleasure, I ascertained in 1900 that in the ten Unions in the East Riding of Yorkshire there were 161, and in the thirth-five Unions in the West Riding of Yorkshire there were 670, or a total of 831 feeble-minded people in the district.

I think it is very likely that the vagrant class is largely recruited from the ranks of feeble-minded boys. These boys are practically unemployable, and at the age of sixteen drift out into the high roads and swell the ranks of the nomad population.

The feeble-minded men in the workhouses are very often "ins and outs." They go into the workhouses in winter and come out in summer, picking up a precarious livelihood in one way or another.

The powers of detention which, at present, guardians possess do not cover what I think are the necessities of the situation with regard to the feeble-minded, be they children or young women.

Under the Acts of 1899 and 1903 guardians can adopt children up to eighteen under certain circumstances, and this covers a number of cases, but not all. At the age of sixteen a feeble-minded girl, if not adopted, can leave the workhouse of her own notion and, as likely as not, she will come back with a child in her arms.

2342-3. (*Mr. Byrne.*) When you procured this information by the circular which you prepared did you give any description of the feeble-minded class as to whom you wanted information, or did you merely use the word "feeble-minded"?—What part of my memorandum are you referring to? Was it with regard to the School Board?

2344. Yes I merely wish to ask whether you gave the people from whom you asked the information any assistance as to what you meant by "feeble-minded," or whether you merely used the word?—I gave the definition which is given in the Report of the Committee which enquired into the defective and epileptic children.

2345. That only relates to children undergoing the process of education?—That is all.

2346. As regards the information you have given to us in respect of adults both in and out of the Union, did you merely describe them as "feeble-minded," or had you some difficulty in making the Relieving Officers understand what you meant?—I gave them my general view. They seemed to understand perfectly that they were on the border line—cases which they were perfectly familiar with which they say are "softies," or they are "not all there," or are defective. I think they were quite aware of the class about which I wished for information. I gave them instructions as to that.

2347. Do you think that people who had experience in dealing with these classes would generally be in a position, whatever difficulties of terminology there are, to know what a "feeble-minded" person is. Every one who is an expert knows exactly what a feeble-minded person is?—Yes, I think so. I am afraid the general information on this subject is by no means good; I think it is very vague, and there is a good deal of tendency to underestimate the importance of the definitions.

2348. I suppose the officers know a good deal more than guardians?—I think so. A good many guardians unfortunately do not go through the workhouses. There are a certain number in every board who are excellent people, who make visits and have excellent visiting habits, but a large proportion of the guardians do not. Those may make up a majority of a board sometimes.

2349. Is the system of having a committee or a Rota for the purpose of seeing individual applicants for relief almost universal among guardians?—Every applicant for relief comes in person if he is able physically to attend.

2350. Before whom?—Before the board: either the whole board, or, if it is in sections, before a section of the board. There are certain boards of guardians, where the population is large and the applications very numerous, who divide the board into sections, and on each section a small number of guardians meet and they practically deal with the relief cases. Therefore applications for that district would come before that section of the board; but as a rule in country districts, and in small Unions, the relief is taken by the whole board, so every guardian has an opportunity of seeing the applicant for relief when he, or she, appears before them.

2351. Is there much variety in the districts of which you have experience in the views of guardians as to what people should be admitted in the workhouse and what people should be kept at home?—I think that may be answered by saying that there are rural districts, semi-rural, urban and partially mining and manufacturing, and the representatives of all those districts present different characteristics, and they have different views.

2352. Could you tell us roughly what they are? For instance in rural districts are they inclined to make people keep their defective relatives at home?—I think they do give them out-relief, but as a rule the people are themselves beginning to see that the workhouses are much safer and better places for the treatment of these defectives and aged epileptics than their own homes, and the tendency is that they are coming into the workhouse and we are getting more control of them.

2353. That is the effect of all scientific evidence on the subject; but how do guardians take it? I have heard people say, "If I bring such and such a case before the guardians the guardians will not take it." The case of an imbecile boy was the last I heard of where the guardians lectured the mother and told her it was her duty to keep her poor afflicted child at home and take care of him there, and not to make a public burden of him. Is that often the case?—No, I have not found that. I think that the guardians are more and more anxious to deal with this class of unfortunate cases that come before them, and to deal with them in institutions of some sort. That is strongly my opinion—certainly in my own district.

2354. The figures which you give with regard to the feeble-minded cases in the East and West Riding are very striking indeed (*vide col. 1, par. 4 above*). Do you think that having regard to your other experience that may be taken as fairly typical of the rest of England?—I should say so, because Yorkshire is supposed to be a very hard-headed country and to have a very high standard of intelligence. Certainly it is so in all the West Riding.

2355. And the general health is good?—The general health is good, and the standard of living is particularly good.

2356. And the standard of physique is high?—Very much so.

2357. If there were that number in those two districts of Yorkshire you would expect at least as many in Rural England as a whole ?—Yes.

2358. That means a very large total of the feeble-minded ?—Yes, it does.

2359. Some people have made general statements to the effect that they think there are nearly as many feeble-minded as there are lunatics. Do you think that is an exaggerated statement ?—I have never been able to form any opinion on that subject. The only help has been that result of my investigation of the Wakefield workhouse. You do get in the workhouse a particular class of unfortunates, and decadents, and deficients, and it may, be, perhaps, difficult and dangerous to draw any general conclusion from the population of a workhouse, but I think it is a remarkable coincidence that in this one workhouse I found there are practically the same number of feeble-minded as certified lunatics.

2360. It is a curious coincidence that your particulars from the East and West Riding would, if applied to the rest of England, amount practically to the same ?—Yes.

2361. So your experience, as far as it goes, supports that estimate ?—Yes.

2362. Have you any personal experience from your conversations, or otherwise, with regard to the number of feeble-minded persons above the relief-seeking class ?—No, I have not.

2363. You have had enquiries, no doubt, about idiots and people of that sort ?—Yes, but of course the idiots are becoming more and more under control. I think all that class of late years, the statistics show, (as to the number of lunatics certainly) are now more under control than they used to be. But as to the feeble-minded, I do not think any one would be in a position to make any general statement like that.

2364. As regards the action of guardians in dealing with this class, do you consider the absence of amalgamation and joint action is an evil ?—Yes, but I do not see exactly how you are to remedy it, because the great objection of the guardians is multiplication of institutions and officers. If you have joint action on the part of several boards you must have a joint institution.

2365. Do you think these cases must be dealt with, necessarily by the guardians at all ?—Well, they are destitute—they come before them as destitute people ; and they are bound by law, in the first instance, to deal with them. You may give them powers to draft them off to another authority which is going to deal with them in the future ; but in the first instance they are bound to come before them as being destitute.

2366. If joint action is very difficult to secure in the case of guardians would you recommend that these defective people should be dealt with as they are dealt with when young by the education authorities, then when they are older by the counties, or joint boards of the counties ?—That is the only way to deal with it. You cannot deal with the existing feeble-minded grown up people, you will have to let them die off. The only way you can deal with the feeble-minded question is to commence now with the young, as it seems to me. A certain number must grow up ; you have to find out whether you can get control of them by law, and draft them into some other institutions, colonies, or what not.

2367. Would you hold that the existing arrangements for dealing with the defective young should be made universal—compulsory ?—I should advocate it in spite of the objections and difficulties which will no doubt be met with.

2368. Do you think that the action of a central authority would be helpful in securing joint action and income for the purpose of starting different institutions ? You mean by circular ?

2369. Yes ; by holding local inquiries, calling for statistics, pointing out such and such a provision does not exist, and so on ?—I suppose there is no objection, but my own experience is that circulars are read and put upon the table, and very little action is taken by guardians with regard to any of these circulars. If you could hold a local inquiry or send down a man *ad hoc*, then I think you might do something.

2370. Supposing the facts of the case were brought prominently to the attention of the public, either by the publication of statistics or results of a local inquiry, and an urgent application by the central authority to deal with this difficulty, that would guide public opinion would not it ?—Yes, I think so.

2371. Such things do not exist now. Even in the County Councils there is very little in the way of making them provide institutions which they ought to. You are aware of the defective accommodation for idiots ?—Yes.

2372. County Councils have power to provide that ?—Yes.

2373. That is one class of person for which county asylums are meant, but provision for idiots is not made, as a rule ?—No.

2374. Most counties have not enough to fill an institution ?—No.

2375. Joint action is called for ?—Yes.

2376. There is very little progress ?—There is none.

2377. Does that point to union between the central authority and the local authority, or what would you recommend to put an end to the inactivity ?—The great difficulty is that the rates are going up. People will not do anything which makes the rates higher. They say, "this is a small matter, these feeble-minded folk are insignificant ; we will disregard them. That is the great practical difficulty in the front of all reformers—the financial side of it.

2378. Do you think that can be combated if it could be proved that the care of the feeble-minded and defective in appropriate and cheaper institutions is really economical as compared with the detention in the workhouse ?—It might help. This is a part of the lunacy question, and the enormous cost of lunacy institutions. If you had a graduated system of lunacy institutions you could divide them all off and get them more cheaply administered. You might have the feeble-minded at one end and the acute lunatic at the other.

2379. You will have to find some motive power to bring about more classification both of lunatics as well as other defectives ?—Yes.

2380. Where do you look for such motive power ?—I do not know. I do not think the motive power is of much use until we get less extravagant administration.

2381. The extravagance at present is the deliberate action of local authorities acting, not under guidance, except such as they get themselves by sending travelling commissions of their members. Lancashire spent £100,000 in providing for a few inebriates in an inappropriate way. It was because they did not receive sufficient guidance from the central authority ?—Yes, local authorities do not like to be guided, always.

2382. How is that unpleasant state of affairs to be combated ?—Education, I suppose, is the only answer to that.

2383. It is getting worse. Education is growing and local extravagance is getting greater ?—We hope to reap the fruits of it.

2384. The last county asylum, Middlesex, is about the most expensive that can be ?—So I am told.

2385. And they are as proud of its expensiveness as of its efficiency ?—I must not answer those suggestions.

2386. I am asking for suggestions how to combat this state of affairs ?—I am afraid that is a matter I am not prepared to give any advice on without considering it.

2387. Would you be prepared to say something might come from the holding of public local inquiries and the publication of statistics ?—Certainly. I am in favour of information being circulated on the question of the importance of the question of the feeble-minded.

2388. And of the importance of dealing with it by joint action ?—Yes.

2389. Each county and borough cannot have its own separate institution ?—No.

2390. Joint action must be brought about and economy must be secured ?—Yes, I think a millionaire might solve the question. I think Mr. Carnegie, instead of giving large sums to found libraries, might found institutions for the feeble-minded. He might do a very great work.

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2391. Still if money is wasted it does not much matter whether it is public money or private money; the waste is the same?— Yes.

2392. (*Dr. Donkin.*) In the course of your inspections, including this last that you have made, you have seen, I suppose, a fair number of the feeble-minded?—Yes.

2393. Would the characteristics of feeble-mindedness strike you obviously and saliently at once, or would you have to base your opinion on what you were told?—I think there are certain classes, as I say in my minute, of feeble-mindedness. There are various grades of the feeble-minded; there are some who are obviously feeble-minded, who have it in their face, their eyes, their nose, their mouth, and the general contour of the head—you could tell almost at once. But there are numbers of them who do not present to any ordinary individual the smallest difference from a normal person. They might pass muster before a Board of Guardians or this Commission if you did not ask them very puzzling questions.

2394. Would you say a very fair proportion of those shown to you as feeble-minded come under that category? —Certainly, it is only amongst the very defective, the result of heredity probably, that you find the physical defects so obvious, and even with regard to those sometimes the most unpleasant looking people are not always the worst from a mental point of view.

2395. So it would require in your opinion some amount of experience and expert knowledge to properly class these people for the purpose of State treatment?—I think so.

2396. (*Mr. Loch.*) You referred to the certificate in lunacy cases and the definition. Do you think it would be a good plan to have a general definition covering the whole class and grading it according to the character of a particular case. In that case lunacy might be placed at the top of the list, and then there would be imbecile, and so on, according to the definition, as sub-divisions. Do you think that that would be a good plan by way of bringing the whole into some sort of order?—Yes, I think you would have to do that. There ought to be some sub-classification.

2397. Your sub-classification would also hinge upon a certain institution type which the classification implied? —That might be so.

2398. With regard to the question of expenditure, are you of opinion that there is a class of feeble-minded which you find among the ins and outs and amongst the vagrants which are also seen now and again in the workhouses and elsewhere, a kind of central class which represents a certain sedimentary pauperism?—Yes. From my observation of vagrants, and I see a certain number of vagrants every week of my life, there does seem to be a stamp on a certain proportion of them—there is a sort of vacancy about them, a want of motive power and energy, a want of will power, which I think is one of the characteristics of feeble-mindedness. With those people, when once they get on to the road that increases and they wander about.

2399. Does it follow from that, that if you could deal with these people on a systematic method, you would deal with a considerable proportion of the worst types of pauperism?—Yes, certainly. You would get away what you call the sedimentary element, the residuum.

2400. If the Guardians had powers for dealing with ins and outs carefully, possibly in some instances through a special institution for the feeble-minded, or in some other manner, would that be a good first step to take towards sifting out this class?—I suppose you are alluding to the possibility of drafting them off to labour colonies?

2401. Or some other institution?—Yes, I think so. I think the first step is to get rid of the vagrant, and that portion which are at corners of streets and on the roads in the country.

2402. Practically you would hold the gateways into the institutions and use the control you thus get, for separating and sifting the classes out?—Certainly.

2403. Are you at all inclined to think that there is a sort of feeble-minded who might be left in the workhouses? One witness said in his opinion there were two sorts, offensive and inoffensive, and there were a considerable number whom he called inoffensive who might be left just as they are in the workhouses?—From the point of view of administration and of the officers of the Poor Law they are very useful. They are inoffensive people, they get fond of the workhouse and of the people in the workhouse, and they practically go along their normal life. It has struck me that these people might be very fairly left to help the institution and the ratepayers by doing their work in that state of life, I also thought that it was rather hard lines to take a man away after, say, ten years of life at a place where he has made associations—and associations are after all the sweetness of all life, even if they are in a workhouse—it is rather hard to take him away, put him in a brand new institution where he does not know anybody, and where he has to be a labour colonist. How do you know you are not altering that man's life for the worse, if he is inoffensive and well treated in the workhouse?

2404. It would follow that in any circumstances you would deal with the other more pressing cases first?—Yes. There are a certain class we would all agree upon, that is the offensive creature who will not work and is a nuisance to his fellow citizens.

2405. In that way the change would come more gradually? —Certainly.

2406. Have you considered whether, with a view to economy, conditional grants might be made, a grant for instance out of the Exchequer for purposes of this kind, conditional upon the local authority raising so much, the grant also ruling the condition of economy to a certain extent, so that it would not be given if those conditions were not fulfilled?—Do you mean in the way of an individual grant for each person who was dealt with?

2407. No, a grant with a view to the establishment of an institution?—Like the way in which the 4s. grant is given to lunatics now?

2408. That is given per head. I was thinking of a grant per institution?—I have not considered it, but it is one way of meeting the financial difficulty—that is your suggestion?

2409. That is my suggestion.—Yes, that is always popular; to get money out of the Exchequer.

2410. Even though you pay for it by giving up some of your conditions?—I think so. I do not think they would mind that.

2411. You think there is an element of control there which we have not got now?—You mean with regard to lunatics—Yes.

2412. The present asylums would not be so expensive on a system of that sort, possibly?—I do not know whether I could give any information on that.

2413. Taking your aged cases, who I presume in many instances would come under the category of the figures you have given; for them the present accommodation in lunatic asylums is far too expensive, is it not?—Yes, I think so; that is one of the points that I make, that if you had an intermediate institution for these chronic insane they could be looked after by a very much less expensive staff. The attendants are not highly skilled. These persons are much easier to control. You do not want the number of attendants, and in that way you would get less expenditure upon administration.

2414. Have you thought who the authority might be which should provide what is necessary for the simpler cases?—No.

2415. Would it commend itself to you if there were a central non-departmental committee to consider all questions of building large institutions of the type referred to, or of arrangements for Colonies, or whatever might be proposed, and acting as a special authority for these purposes in connection with the various departments?—I have thought that there has been a great deal of waste of money frequently in architectural plans, especially with regard to Guardians, who very often get out expensive plans without having the smallest idea whether they are going to be accepted by the Local Government Board or not. I have introduced the system of having all plans discussed in sketch first, before any distinct plans are put forward, and that has worked very well. I think there is no reason why certain principles of construction might not be settled by some experts. There are plenty who could do it, and then those plans should be the normal plans for certain institutions.

2416. That would lead to considerable economy?—I should say so.

2417. (*Dr. Dunlop.*) One question about the figures, to begin with. The results you got from Wakefield and Sheffield are very different. Your figures are very much heavier for Wakefield than for Sheffield?—Sheffield is only out-relief.

2418. Taking out-relief in Wakefield, it is about two per cent., and in Sheffield:three per thousand. Could you give us any conception which is probably nearer the truth?—Sheffield is entirely urban, the other is largely rural; that is only a fact; I do not draw any inference from it.

2419. The difference may possibly be due to the urban district being able to take care of people outside to a greater extent than the other people?—Yes.

2420. Your duty is to inspect poor houses?—Yes, and to attend boards of guardians.

2421. When you find a lunatic in the workhouse, what is your duty? Do you report it? Are they allowed to keep lunatics?—Yes.

2422. Certified imbeciles?—It is the duty of the medical officer of the workhouse to certify any lunatic that comes in. The relieving officers are bound to bring certain lunatics into the workhouse under the Lunacy Act, and we are liable at any time to a certain supply of lunatics. If these lunatics are certified by our medical officer to be fit and proper persons to be detained in the workhouse, and there is suitable accommodation for them, and they do not interfere with the amenity of the others, the guardians can keep them, and they do keep them.

2423. But my point was rather the other way. Among the ins and outs from the workhouses there are a large number of cases who should be certified lunatics, very distinctly weak-minded. Some of them have delusions, even. If you come across those, which you must do I assume, and they are not certified, and not compulsorily detained, what is your duty?—I have no duty. It is the medical officer's duty; I am not an expert on lunacy.

2424. Some of these cases are so clear, there is no difficulty in recognising them?—I do not think my attention has ever been called to an obvious lunatic who was not under control.

2425. You have given us one this morning. The case about which you read that letter from the Lunacy Commissioners?—Those three boys—they were obviously idiots, and I did take action. I reported that. By my correspondence you will see I took action in that matter.

2426. The answer that you got was practically, "do not interfere." There was nobody to interfere?—Yes.

2427. So that if lunatics are found in workhouses, there is nobody that can come down on the local authority?—There is the Lunacy Commissioner. The Lunacy Commissioner travels round all the Unions, and three or four Lunacy Visitors. If the master has anyone whom he wishes to be certified he brings them before the Lunacy Commissioner and the Lunacy Commissioner then makes a memorandum about him. I may say the Lunacy Commissioner has not been to see the Wakefield workhouse for three years. I may as well get that in.

2428. That is not very efficient inspection?—No.

2429. You say if the master wants a case certified, he brings him before the Lunacy Commissioner?—Certainly, if he happens to come; but he is bound to bring him before the medical officer too.

2430. That is the initiative coming from the master; but may the Lunacy Commissioners walk round and see the inmates and say, "Why is not this case certified," and order certification?—Yes.

2431. The Local Government Board cannot do so, can they?—I should take some strong measures with the medical officer; I should send for him and ask him. We have plenty of means of bringing pressure to bear.

2432. A roundabout way, but no direct means?—I have often sent for the medical officer in regard to cases in the workhouse which I considered he ought to have dealt with.

2433. Have you much experience with imperfectly, or partially, recovered lunatics being discharged from asylums and going into workhouses?—I cannot recall any specific case.

2434. You mentioned a woman who had had three illegitimate children. She was undoubtedly imbecile, I understood from you? The medical officer would not certify her?—Yes.

2435. Can you tell me what was the difficulty, in filling up the certificate?—I could not enter into the difficulties of medical men, because they differ very much.

2436. What difficulty have you heard discussed among the medical men, among the workhouse authorities?—They are very unwilling to certify and take away the liberty of a person and put the brand of lunacy on that person's family.

2437. It is to save branding the family rather?—That may be one consideration; there is a responsibility. It is imprisonment; that man is not able to take his discharge. He is practically a prisoner in the workhouse, if he is a certified lunatic. The workhouse master is not allowed to let him out.

2438. Is not that desirable in cases such as the one I have mentioned?—I quite agree as to the desirability of it.

2439. I suppose as a matter of fact the lunacy certificate is quite enough to cover the situation. It is very, very wide—"A person of unsound mind requiring care and treatment"?—If you get the medical men to see it; but, as I said before, they differ.

2440. There is one remark you make here, referring to weak-mind mothers. You add at the end of the paragraph, "The Returns were incomplete as to the numbers, owing to the fact that no record was kept in two of the largest workhouses in the district" (*page 132, col. 1, par. 4*). Is that typical book-keeping in English workhouses, do you think?—You see they are under no compulsion to keep a feeble-minded column, because there is no definition of feeble-minded. They are bound to keep the lunatics. I was very much obliged to them for taking the trouble they did. It was entirely a matter of grace.

2441. Are not the ordinary medical details in the register of admissions, or anything else entered; such as the physical and mental condition of the patient admitted to a workhouse infirmary. Are not they entered in a book?—I have no doubt they are entered in some of the very best. They do all that on the bed card. There is a medical book containing all the names of the disorders.

2442. Is it only the names, do not they go in for any case-taking?—I do not think the workhouse would have any classification of that sort, it is a matter for the sick ward—the medical officer.

2443. As regards the workhouse cases, the Guardians have the right of discharging imbeciles from the workhouse—three Guardians, is it not?—The Guardians have a right to send certified imbeciles to the lunatic asylum. Is that what you are alluding to?

2444. They also have a right to turn them out of the place altogether?—If they are not certified lunatics.

2445. No, when they are certified as imbeciles?—They cannot turn out a certified lunatic into the street.

2446. I think the evidence we had from a Lunacy Commissioner was to the effect that they can. Have you come across any abuse of that power?—I have never heard of a case of that kind.

2447. There is another statement I would like your opinion on. Quoting from your Statement, "the fact is, this class becomes practically the prostitute of the rural district." Have you any personal knowledge of that, or is it just general opinion?—It is my inference. My inference is that when women in a rural district come in time after time with children by different fathers, they practically may be described as that.

2448. And there is a considerable number?—I think there is a certain number in each district.

2449. It is founded on fact. It is not merely an assumption?—It is more an inference from facts which have come before me. Whether the facts are sufficient to justify the generalisation may be doubted.

2450. (*Mr. Burden.*) Supposing there were special establishments for taking care of the feeble-minded in different parts of the country, do you think there would

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be any hardship in removing inmates from one district to another so as to send them to these establishments?—I do not think there would be any hardship except in the cases I have mentioned to-day where they have been sufficiently intelligent to contract associations, and they like their work. As to the other class which we agreed upon were undesirable in any workhouse, I do not think I should consider their feelings in that respect.

2451. You do not think it would be a hardship?—No I think they have forfeited any title to consideration by their conduct in the past.

2452. (*Mr. Chadwyck Healey.*) I understand you are clearly of opinion that in principle detention is the cure that is to be found for feeble-mindedness?—Yes.

2453. Am I right that you would begin with the children after they have finished say their special school training?—Yes.

2454. You think there would be more hope if you detained the children after they left school, that is to say, after sixteen?—Yes.

2455. Would you detain them for their lives, subject of course to supervision?—I should say on the principle of a lease for lives renewable for ever—something of that sort.

2456. Would you carry the principle any further? Could you apply it to the case of the women you have been telling us about who come into the infirmaries and workhouses with illegitimate children?—That is a very difficult question, and that really is the crux. It is very hard to do that. I think the state of her mind is really the key of the situation. It would be a matter really for a medical man. I think the medical man ought to take the responsibility of that.

2457. And detain her?—Yes.

2458. It might be necessary to amend the law, to give greater powers for that purpose?—Yes; as a matter of fact a vast number, if not the majority, of these women do not want to go out. Those I did mention did not want to be discharged, did not ask to be let out. The influence that is brought to bear upon them by the officers is very valuable. They say, "You are much better in here, and I advise you to stay." They take that advice. That is characteristic of the feeble-minded, they very often do as they are told. What you want is to put the legal impress upon that state of affairs.

2459. You think it would be desirable if it could be done?—Yes.

2460. Can you go any further and suggest any way in which the children, the babies, in fact, can be traced and secured for the purpose of detention, because they are generally feeble-minded I understand you to say?—I think so. Heredity comes out very strongly in the feeble-minded.

2461. Have you considered at all whether it would be possible to get hold of them in some way?—I do not know. It is more difficult to detect the signs of the feeble-minded without any knowledge of parentage, and so on, up to the age of three or four. You would have, I think, to wait till they are five or six before you could detect it.

2462. You would have to wait until they came to the special class, and trust to that?—I think so.

2463. Is there any other class to which you could apply the principle of detention. You were speaking of the vagrant; would it be possible to pick them up and confine them for life?—Then you are going into the whole question of the labour colonies.

2464. I am assuming that there is the labour colony, or something like it in the background, to receive them?—I am all in favour of detaining a certain type of the vagrant class, such as Mr. Loch was talking about just now. I think that is the first thing you have to deal with in considering the question,

2465. Could you suggest any machinery for dealing with that class?—I have not thought it out except in the graduated form of labour colonies that they have in other countries. There are plenty of precedents.

2466. I was thinking of getting them into a labour colony. If the vagrant is brought before the justices and convicted, that might help you?—Yes, but you will find great difficulty with justices; they will not convict people and send them to labour colonies. You will have to have stipendiary magistrates to do these things, and they are not always satisfactory.

2467. Could you see your way to any scheme such as this: supposing a magistrate convicts a vagrant under the vagrancy laws without reference to his state of mind, and he goes to prison for a month or fourteen days, would you give the prison authorities any power to report upon him, and perhaps get hold of him in that way. That would take it out of the hands of the justices?—That might do. I have not considered that suggestion.

2468. (*Mrs. Pinsent.*) I think in the Wakefield workhouse the total number came to about fifty—the total number of certified and uncertified mentally deficient?—I think forty-nine or fifty.

2469. If we add those receiving outdoor relief it would come to seventy-four. Could you tell us what the relation of this number is to the total number receiving relief or in the workhouse at Wakefield?—The number of people in the workhouse I can give you. There were 356 on the day of my inspection, of which 130 were treated in the hospital, leaving 226 inmates in health.

2470. Out of the 356 there were forty-nine or fifty whom you would class as mentally deficient in some degree?—Yes.

2471. You do not know anything with regard to those receiving outdoor relief?—The population of Wakefield Union I gave you, 112,365. In Wakefield the outdoor poor on the 1st January in this year was 1,923. That includes children of course.

2472. None of these would be cases of senile decay?—In all my remarks I have not dealt with senile decay, hospital cases, or bedridden cases at all.

2473. In one of the last paragraphs of your evidence (*vide page 132, col. 1, par. 5*) you say there are out of thirty-five unions in the West Riding, 670, and in the East Riding, 161, or a total of 831 feeble-minded people in the district. Could you tell us what steps you took to get that information?—I sent out a circular to the officials and I gave a definition of what a feeble-minded person was to the best of my ability, though I only give it for what it is worth. I do not wish to put this evidence in on this particular point as scientifically correct in any way. It was one of the steps which I took when I was interested in the subject in order to get information, which at that time was very deficient. I wanted to get what statisticians call a "figure," for what it was worth.

2474. Have you the definition which you gave?—My definition was this—in this case it was children—"I understand the term feeble-minded to mean, on the one hand, too feeble-minded to be taught properly; on the other hand not so feeble-minded as to be imbecile." I drafted it something on those lines.

2475. Do you think the local medical officer saw that circular and filled it in?—I do not think it was a medical officer, I think it was the master of the workhouse. It was rough and ready, but I thought probably fairly accurate.

2476. Would not you say the master of the workhouse would probably be in a better position to determine which cases were mentally deficient, or probably in as good a position, as the medical officer?—Yes, and he probably took the medical officer into his confidence. They very likely talked it out.

2477. Do you think if we pursue the same line that we should get a fairly accurate return?—I think you would get very much more than I did. You would come with the weight of the Commission, and there would be more pains taken, and they would instruct the medical officer to assist in the matter.

2478. Do you come across the medical officers who examine under the Defective and Epileptic Children Act?—No.

2479. They have a form of certificate to be signed before a child is taken from an ordinary school and placed in a special class. Would you be prepared to say you think they would know a good deal about the subject?—I should think naturally they would.

2480. And that wherever their opinion could be obtained it would be useful in ascertaining the numbers of

the feeble-minded ?—I think expert opinion is valuable up to a certain point.

2481. You said you did not think that Guardians refused to take inbeciles and idiots into the workhouse as a rule ?—I do not know of any case.

2482. Would you be in the way of knowing the number of applications to a relief committee or what proportion the number of refusals would bear to the number of people accepted ?—Do you mean on all general cases or special cases ?

2483. On all general cases. All these cases I take it would come either before the full Board or a committee of the Board ?—Yes.

2484. Have the Local Government Inspectors any return of the applications ?—There is an application and report book. Every relieving officer has that. Every formal application must be entered in that with all particulars of the case. If the Guardians deal with it, as they invariably do, they may refuse relief, but, as a rule, we find that Guardians are only too anxions to give out relief.

2485. I am not speaking of out relief, I am speaking of these children being received into the workhouse. It has come within my experience that some of them are refused, and I want to know whether you have any experience showing how many are refused ?—In my district in Yorkshire they seem to be anxious to do their best for all that class of people.

2486. Would you see the report books and know how many there were ?—Yes, but unless I had an object I should not go through it. I always look at the application and report books, because I want to see if they are properly kept, and if the relieving officer has done his duty, but I cannot say I scrutinise each application. I attend the meeting of a Board of Guardians once every year, and I hear cases dealt with, and I am cognisant therefore of one day's proceedings, but that does not give you any data to go upon.

2487. In making the application, the parent would have to employ the medical officer employed by the Guardians ? —Yes, the district medical officer.

2488. Therefore, it is entirely in his hands. If he says the child is not imbecile the application would hardly reach the Guardians ?—The applications would not be made to the medical officer; they would be made to the relieving officers with regard to children, or any member of a family. The relieving officer's duty is to bring them up with the report of the medical officer on it.

2489. Has it ever come within your experience that it does not get further than the relieving officer ?—No, we do not move in that line of communications.

2490. Your experience would not reach as far as that ? —No.

2491. You do not know whether the medical officer has difficulty in "signing up" some of these children?—No, that is a matter for the medical mind again.

2492. You speak of the very best thing being in these cases to deal with the young. If we assume for a minute that the Elementary Education (Defective and Epileptic Children) Act was made compulsory and put into complete working order, we should then have I suppose every defective child in the country under observation and education. When that is so the difficulty of defining who is or who is not feeble-minded, would disappear would not it ?—To a great extent.

2493. If these people were taken into schools at the age of seven and trained and observed and educated until the age of sixteen, there should be very little difficulty in passing those who were suited for a colony on to a colony ?—It would simplify matters very much.

2494. You think the teacher and doctor who examine them every six months ought to know ?—Yes.

2495. If that were thus secured it would minimise the vagrant class and the class who are in and out of the maternity wards ?—You would cut off the supply to a certain extent.

2496. Therefore, you consider one of the first steps would be to make the act compulsory and get it in working order ?—That would appear to be the logical conclusion.

2497. (*Mr. Hobhouse.*) In reply to Mrs. Pinsent, you said it would cut off the supply to a certain extent of people going in and out of the maternity wards ?—Not into the maternity wards, I meant generally into the ranks of pauperism. *Philip H. Bagenal, Esq.* 20 Mar. 1905.

2498. To what extent. Would it be 50 per cent., roughly speaking ?—I am afraid I have no means of judging that.

2499. That would have a very great effect on the percentage, and on the necessity or non-necessity of passing an Act such as is suggested. For instance, if it only affected 5 per cent. it would be hardly worth while ?—There is always that. The relative value would depend I suppose to a certain extent upon the statistics.

2500. Can you give us no suggestion as to the percentage that would be affected ?—I do not see how I am to get at it until we get the exact number of feeble-minded people in the country.

2501. I do not want to tie you down to a particular figure. Cannot you make any suggestion at all ?—I could not give a figure.

2502. I notice you said in one particular case you would not get the magistrates to detain. What makes you think that ?—The reason I say that is it would be a new crime—to be at large. You are taking away the natural right of men to be at large. That is a distinct invasion of the personal liberty of the subject. When unpaid magistrates come to deal with this question you will find that they will think twice or three times before they send a man practically to prison for a crime which has never been held to be a crime in this country before. That is one of the difficulties of the whole question.

2503. You also think the stipendiary would not be altogether satisfactory from a practical point of view ?—No; I know a case of a stipendiary who is the most tender-hearted man with regard to vagrants that I know. He will nearly always give the case in favour of the vagrant as against the workhouse master.

2504. What authority do you suggest should deal with these cases, if the magistrate is not going to convict ?—I think on the whole we should be content with the stipendiary.

2505. I think it was suggested in reply to a question put to an earlier witness that in the case of a child you might have a children's magistrate ?—Yes, I am in favour of that principle.

2506. Is there any such working instanced in the United Kingdom or is it entirely confined to the United States ?—I do not know of any case in England.

2507. You have not heard of any attempt to work a children's magistrate ?—No, I have not heard of any case. I should be very glad to hear where it is going on.

2508. I think we have it in the statement of Mr. Jenner-Fust, that the cost for maintenance of imbeciles in some institution, not a lunatic asylum, would be something like 7s. 6d. a head. (*Vide Question* 2530, *p.* 139, *col.* 1, *and Question* 2558, 2564). Have you ever gone into the question of cost of maintenance of imbecile or epileptic persons ?—No. I do not think it would run to a very high figure. I should think that estimate of my colleague is near the mark.

2509. What is the cost of persons in the workhouse at present, taking the kingdom over ?—That varies. There are so many accounts and so many contributory columns as to the expense of the poor law that it is very difficult to give a figure which cannot be attacked. I should say that the average inmate costs between 4s. 6d. and 5s. 6d. —nearly 5s. 6d.

2510. You do not mean 5s. 6d. is the total cost ?—No, the maintenance of each individual—food, clothing, etc.

2511. That would not include buildings ?—No, excluding capital charges, and probably officers too.

2512. Those capital charges would be taken into account in any new maintenance scheme ?—Yes. If you add 2s. on to the 5s. 6d. you get Mr. Jenner-Fust's 7s. 6d.

2513. You would be content to accept that as probably accurate ?—Yes, I think so.

2514. (*Dr. Dunlop.*) You made a statement that if the power of compulsory detention for these weak-minded people was given, that would convert weak-mindedness

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into a crime ?—No, I was not alluding to the feeble-minded. I was alluding to the ordinary vagrant and corner boy, the residuum we want to shift off to labour colonies, who would have to be despatched by the justices.

2515. You did not intend to say weak-mindedness was any crime ?—No.

2516. (*Chairman.*) With regard to your objection to cases of feeble-mindedness being committed by magistrates in case the law was strengthened so that they could be detained, would that also apply to children, or would you prefer that the children should be dealt with by the education authority ?—I have not considered the question of the children, because the children generally are under some authority or tutelage, and they get dealt with the more readily. I was dealing merely with the adults.

2517. You think that they could be dealt with better by the education authority ?—I should think so.

2518. Supposing public institutions were set up for the care of the feeble-minded, would you also allow voluntary institutions to be working at the same time ?—I think you would have to allow all the voluntary institutions that are existing to go on. They would be under special inspection of course. My own experience is that voluntary institutions are very valuable crutches to keep the idea going until the more scientific method is arrived at of dealing with them. Of course you would have to give them the powers of detention when you got them. I have not considered that point. It is rather a delicate and rather a difficult point, I think. They have borne the burden and heat of the day, in some respects. I know two or three institutions who have done their work well and the question is whether they ought to be allowed to to go on.

2519. You would not like to give too decided an opinion off-hand ?—I would not. I think it is rather a difficult point. It would be probably a case of *solvitur ambulando*.

2520. There is only one other point, that is, with regard to vagrants. Have you any means of judging, at all, what number of vagrants are feeble-minded ?—No.

2521. How could we get at that ? Could we get it through the Unions ?—They have no history. No one knows where they come from ; they are like the rain.

2522. They are not watched ?—No, we do not know anything about them.

2523. Can you suggest any way in which we could get the figures ?—I am afraid not, unless you register the whole tribe.

2524. Is there anything else you would like to put before the Commission ?—No.

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2525. (*Chairman.*) You are general inspector of the Local Government Board for the counties of Lancaster and Westmoriand ?—Yes.

2526. Would you tell us how long you have been general inspector ?—Since 1884. I have been in my present district since 1892.

2527. And before that, in which district ?—The Oxfordshire district.

2528. You have had large experience of different classes of districts ?—Yes.

2529. Would you have any objection to the statement of your evidence being put on the notes ?—No.

2530. Is there anything further that you would like to add to your statement before I ask the Commissioners to ask you any question they may have ?—I do not think there is anything, beyond saying the statement is drawn up from a Poor Law point of view, and has not, therefore, dealt with methods that have been adopted for dealing with defective children by the educational authorities.

STATEMENT OF H. JENNER-FUST, ESQ., GENERAL INSPECTOR OF THE LOCAL GOVERNMENT BOARD FOR THE DISTRICT COMPRISING THE UNION-COUNTIES OF LANCASTER AND WESTMORLAND, TOGETHER WITH PART OF CUMBERLAND.

POPULATION OF DISTRICT (1901)—4,687,404. AREA, 2,485,839 acres.

Present condition of affairs in Lancashire.—Certified Lunatics are dealt with under a Lunatic Asylum Board constituted by Act of Parliament in 1891, consisting of representatives of the county and county borough councils elected annually at the quarterly meetings in November. Payment is now based on the principle of user, and not of rateable value.

There are five asylums, and at least one more is required.

Idiots.—The Royal Albert Asylum at Lancaster receives idiots from the six northern counties. It is supported by voluntary contributions and payments on behalf of patients sent thither by Boards of Guardians, or others. It is usually full, and admission is not easy to procure. Idiot children considered improvable are frequently sent to this asylum by Guardians. Some idiot children are also received at the Winwick Asylum under the Lancashire Asylums Board.

Imbeciles and Insane Epileptics are chiefly maintained in the workhouses of the district mingled with epileptics not classed as insane. In many instances separate blocks or pavilions have been provided for their use, but in all these cases if the imbeciles and epileptics were removed the accommodation provided could usefully be appropriated to other classes of inmates. The Preston Guardians have a branch workhouse for male imbeciles and epileptics at Ribchester, and the Liverpool Select Vestry one for females at Dingle Mount.

A scheme for the removal of all imbeciles and epileptics from the workhouses of the country is under the consideration of the Cumberland County Council.

Epileptics not classed as insane.—The Liverpool Select Vestry have a branch workhouse at Highfield, and the W. Derby Guardians one at Elm House, Belmont Road, primarily intended for this class ; but in each instance a few certified patients have been associated with the uncertified.

The Manchester Guardians have provided separate quarters for this class at their Crumpsall workhouse, but they are somewhat dull, and the patients ask to go back among the imbeciles.

There is a private institution for sane epileptics at Maghull, near Liverpool, under the management of Dr. Alexander, which has plenty of land belonging to it, and does valuable service. It is, however, wholly insufficient for the demands upon its accommodation, and Guardians experience great difficulty in obtaining admission for their cases in any of the few institutions available.

Chorlton and Manchester Joint (Asylum) Committee.—In 1897 a combination of these unions was formed under Section 8 of the Poor Law Act, 1879, for the provision of "a workhouse for the reception of imbecile paupers and of persons who may be insane or suffering from epilepsy, and who might be relieved in the workhouses of the said unions." A site of 166 acres was secured, near Langho, and it was originally intended to provide for imbeciles and insane epileptics, and in addition, in quite separate quarters, for epileptics not classed as insane. Subsequently it was decided to begin by providing for the last class only, and there are now in progress six homes holding forty each, three for each sex, together with a superintendent's house, reception and sick wards, an administrative block and workshop, etc., the administrative portion being sufficient for about 500 patients. If there are any beds to spare the Committee will be willing to receive patients from other unions on terms to be agreed upon.

A scheme was also started, on the initiative of the Blackburn Guardians, for combining the Lancashire Unions, other than Chorlton and Manchester, in order to provide accommodation for epileptics not classed as insane, but as it seemed probable that the Chorlton and Manchester Joint Committee would be able to receive

many patients other than their own, the scheme was allowed to drop, at all events for the present.

In connection with a scheme for the combination and classification of workhouses, discussed at the North-Western Poor Law Conference in 1903, a Committee was appointed to report upon the removal of imbeciles and epileptics from workhouses, which, after many meetings, and a conference with representatives of the Lancashire Asylums Board, adopted a report in favour of provision for harmless chronic lunatics and imbeciles being made by the Lancashire Asylums Board, and that for that purpose the Board should arrange for the erection of buildings of a plain and inexpensive character to be used as asylums; expressing also the opinion that the weekly charge for maintenance therein would not exceed 7s. 6d. per head.

As regards epileptics not classed as insane, and the feeble-minded, the Committee thought that the accommodation required should be provided by the Guardians of groups of unions in the county combining under Section 8 of the Poor Law Act, 1879, to erect joint asylums, as in the case of Chorlton and Manchester, while unions not in a combination might contract with the Committee of one of the joint asylums to receive their cases.

A copy of the report was sent to the Lancashire Asylums Board, who thereupon resolved:—"That the Imbeciles and Epileptics Committee be authorised to lay before the Commissioners in Lunacy a scheme for separate accommodation for chronic, harmless, insane patients and imbeciles, in less expensive buildings than the existing asylums, the site of the buildings to be subsequently determined."

Terms have been arranged between the Liverpool and W. Derby Guardians whereby the former undertake to provide accommodation for 250 epileptics not classed as insane, and the latter for a similiar number of imbeciles, the epileptics not classed as insane chargeable to both unions being received by the Liverpool Guardians, and the imbeciles chargeable to both unions by the W. Derby Guardians, the object being to avoid the expense which would be incurred if each union provided separately for both classes. The terms have not yet received the approval of the Local Government Board.

Feeble-minded.—There is no school for this class in the district certified by the Local Government Board, but the Adcote Laundry Home, at Knotty Ash, near Liverpool, in connection with the National Association for Promoting the Welfare of the Feeble-minded, receives such girls over fourteen years of age.

In some of the Poor Law Schools special classes for the feeble-minded have been formed.

There is a general consensus of opinion in Lancashire that a workhouse is not the right place for imbeciles or epileptics of either class.

My own feeling would favour placing all lunatics, idiots, imbeciles and insane epileptics, as well as epileptics not classed as insane, and the feeble-minded, under one, and the same authority, the area of administration being the geographical county, or a combination of such counties, and the authority consisting of representatives chosen by the county councils and county borough councils as in the case of the Lancashire Asylums Board, but perhaps not necessarily from among their own members. Whatever the authority, it should be unconnected with the Poor Law, and open to all classes of patients.

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The retention in workhouses of the above-named classes might be made illegal after a certain date except in cases where the condition of an imbecile is certified to be such that it is not necessary for his convenience or that of the other inmates that he should be kept separate. There are some such in workhouses, contented, extremely useful, and no annoyance to others.

My reasons for recommending that epileptics not classed as insane should be removed from the care of Guardians are, that many of this class, perhaps the majority, are to a certain extent of unsound mind; that some become dangerous when their fits occur; that expert opinion advises that they can be properly treated in an asylum on the colony system apart from the lunatic or imbecile patients; and that Guardians could not provide satisfactorily for this class except in combination (to adopt which method for any purpose they have shown great unwillingness) and even then only for paupers.

With respect to feeble-minded or defective, or epileptic children there seems more hope. The Elementary Education (Defective and Epileptic Children) Act, 1899, enables the education authority of a district to provide for the education of "defective" children by establishing special classes in public elementary schools, by providing schools (that term including any institution in which defective or epileptic children are boarded and lodged as well as taught) and by boarding out such children near such special classes or schools. They may also establish schools for epileptic children.

This seems to point in the right direction, and the Act might perhaps be made compulsory. Where such special classes or schools have been established there is nothing to prevent Boards of Guardians from providing homes for defective children near them (as has been done by the Metropolitan Asylums Board) or from sending that class and epileptic children to schools where board and lodging are provided as well as teaching.

Difficulty will, however, arise when these children reach the age of sixteen, and are free to go their own way, and until public opinion has ripened to the point of declaring that the comfort of the individual must give way to the good of the nation, it seems impossible to devise an adequate remedy.

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2531. (*Dr. Dunlop.*) Have you any experience as regards the boarding out of weak-minded children?—No. There is only one institution in Lancashire for the feeble-minded. It is not certified by the Local Government Board, but it does receive pauper children, that is at Knotty Ash, near Liverpool. I mention it under the head of feeble-minded.

2532. In your statement about providing schools, and so on, and boarding out such children near such special classes or schools, you advise the boarding out of weak-minded children?—In special homes—in a home established for that class of children—not boarding out of an individual child in a home, but in homes or schools established under the Defective and Epileptic Children Act for that express purpose.

2533. We have had evidence before us that weak-minded children are very apt to be abused if boarded out?—I do not mean boarded out in the ordinary sense of boarding out, but boarded in schools as contemplated in that Act.

2534. I notice in your *précis* you use the term "classed as insane," against epileptics. I suppose I may infer from that that whether they are classed or are not classed is not a distinct indication of whether they are insane or not—that there must be a lot of insane epileptics who are not classed as insane epileptics?—I should rather say a number who are not altogether of sound mind.

2535. That is insane, of course?—Yes, in that sense. I mean to guard myself against expressing, by the term insane, that they are quite unable to take care of themselves at all.

2536. Have you had much experience as regards the difficulty of getting insane people certified? Have you come across cases where you have been satisfied that they should be certified as lunatics, and have difficulty in getting them certified?—If I am to answer yes or no, I should say no.

2537. You personally have no difficulty?—No. It does not come within my province to have them certified. If I see a case not certified while going round a workhouse I should draw attention to it in order that the medical officer might have his attention specially drawn to it and consider whether it should be certified or not.

2538. Have you often done that?—No, I do not think I have.

2539. You have not often interfered as regards that?—If I see an idiot child I always enquire whether any attempt is being made to get that child into a special institution, and I almost always find that the guardians are doing all they can in that direction, but the accommodation for that class is so very small that there is very great difficulty both with idiot and epileptic children, in getting them into any place where they will be specially treated.

Questions 2540 to 2573.

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2540. Am I to take that to indicate that the question of certification of an idiot depends upon the accommodation that is provided for the idiot—if there is no accommodation there is no certificate?—Yes, I think that is so—unless any restraint is required. Then the idiot would be certified and the restraint entered in the mechanical restraint book.

2541. So the certificate is a matter of convenience depending on the accommodation rather than the existence of the idiocy?—A certificate would be necessary before the child was sent to an institution.

2542. It is a matter of convenience depending upon other circumstances rather than upon the existence of the idiocy?—Yes, I think so.

2543. Have you had any experience with imperfectly recovered lunatics who are discharged?—Yes, there are a number one comes across from time to time.

2544. Can you give us instances of them?—In going through the certificates for detention at a workhouse, I often come across a certificate from the asylum stating that so and so has not recovered and is a proper person to be kept in a workhouse as a lunatic. If that certificate is backed by the medical officer of the workhouse no other certificate is required for the detention of that person in the workhouse.

2545. Asylums have very wide powers of discharging lunatics?—Yes.

2546. Three visitors can discharge without any medical certificate; they have absolute *carte blanche* to put out lunatics if they want to. Have you come across many cases in the workhouse where these discharged people are still insane and have become chargeable as paupers?—Yes.

2547. Frequently?—Yes.

2548. Lunatics who should not have been discharged—unfit to fight the battle of life?—No, I would not say that. I refer to cases discharged to a workhouse under S. 25 of the Lunacy Act 1890.

2549. I am talking about absolute discharge outside?—Unless by accident I should not come across such cases.

2550. (*Mr. Hobhouse.*) I rather gather from your answer to Dr. Dunlop that the visitors in the cases which you have in your mind have discharged these persons from a lunatic asylum because they thought that they were not sufficiently insane to be kept in a lunatic asylum and knew at the same time that they would go back to the workhouse?—Yes.

2551. That has been the reason?—Yes.

2552. They have been purposely discharged from the lunatic asylum in order that they may be maintained in the workhouse?—Yes.

2553. (*Dr. Dunlop.*) You have not come across cases where they have been discharged and just put at the back of the asylum door?—You mean altogether discharge!?

2554. Yes?—Such cases find their way into the workhouse sometimes.

2555. In a week or two?—Sometimes; I should not like to say very frequently.

2556. (*Mr. Hobhouse.*) Would it be the expectation of the discharging authority, the Visitors, that they should so find their way?—No, I think certainly not. They would have discharged them to the workhouse if they thought they ought not to be at large altogether.

2557. So that in most of those cases they have discharged them into the workhouse purposely, but in some cases they have simply turned them loose on the world?—Yes, in a few instances, I will not say many. I refer to cases which were considered cured at the time of discharge, but subsequentiy relapsed.

2558. (*Dr. Dunlop.*) There is one other point. You refer to the North Western Poor Law Conference in 1903 expressing the opinion that the weekly charge for maintenance would not exceed 7s. 6d. per head. Do you know if that is a well-founded statement?—That statement formed a part of the report of the Committee. It was not my own statement; it was come to by experienced clerks of large Boards of Guardians as what they thought a safe estimate.

2559. I would like your own opinion upon the matter?—It will compare with the amount charged for weekly maintenance in an asylum. It is not intended to represent the whole cost of everything, buildings and interest on loans and things of that sort, but to compare with the maintenance which is charged to the Boards of Guardians for every lunatic in an asylum which is anything from 8s. 6d. to 11s.

2560. Let us say an average of 10s. a week just for a figure to talk about. In your personal opinion do you think this 7s. 6d. is a fair estimate?—Yes, I think it is.

2561. (*Mr. Burden.*) What would you think would be the reason the asylum authorities would have for discharging people from the asylum to the workhouse?—In order to make more room at the asylum, and because a case no longer required asylum treatment.

2562. And for purposes of economy?—Yes.

2563. It would be cheaper to keep them in the workhouse than in the asylum?—Yes.

2564. In answer to Dr. Dunlop I think you said the 7s. 6d. a week included the estimated maintenance charge, but does not include any establishment charge for provision of accommodation?—No, it would be for the same items that are charged under the head of maintenance in asylums now. The term maintenance is defined in the Lunacy Act of 1890; I do not carry the definition in my head.

2565. That would include staff, rates, taxes, and food, and clothing of the inmates?—Yes.

2566. In other words, all expenditure except the provision of the institution itself?—It does not quite go so far as that. Without the definition before me I should not like to speak more clearly.*

2567. (*Mr. Hobhouse.*) There is a sentence in your evidence, "The Manchester Guardians have provided separate quarters for this class at their Crumpsall workhouse, but they are somewhat dull and the patients ask to go back among the imbeciles." Would you find any difficulty if you were making provision for those who are not now insane, (I suppose you would call them feeble-minded,) in putting them all together or would you have to make separate provision for imbeciles, sane and insane, and for other feeble-minded persons, or would you class them all together in one home? Could you make, as it were, one provision for lunatics and another provision for non-lunatics who ought to be detained?—Do you mean at a workhouse?

2568. Supposing there were some special institution?—On the colony system that could be done, I take it. In different parts of the same colony different classes of insane could be placed.

2569. Could they all be lumped together, or would there be separate institutions for each class of feeble-minded?—Separate buildings, all under the same management. It is done on the Continent, I believe, very freely.

2570. These epileptics want to go back amongst the imbeciles?—I think that is merely because the quarters assigned to them are rather dull. If they were out as they should be in the country, with plenty of land and occupation, I do not think they would have any wish of that kind. The same thing has occurred since my statement was drawn up in connection with the Salford workhouse, where epileptics not classed as insane were separated. They found the quarters dull and they have petitioned to go back and mix with the imbeciles.

2571. Are they helped towards recovery, or retarded, by being mixed up with other more insane people?—That is a medical question. I should think mixing with the more insane was decidedly against them.

2572. You have not had any experience which would enable you to judge?—No.

2573. With regard to a central authority, would you be in favour of one particular department making provision for all these feeble-minded, or would you rather see it done by the county councils?—I would rather see it done by a single authority acting for a county or a combination of counties. In Lancashire there are

* The expenses of maintenance are "the reasonable charges of the lodging, maintenance, medicine, clothing and care of a lunatic." (Lunacy Act, 1890. Section 287.)

fifteen county boroughs, and the administrative county could not act for all these different authorities. The only way, it seems to me, would be to have one authority as there is now for lunatics in Lancashire, an Asylums Board, who would deal with the whole of these different classes.

2574. Would you put imbecile persons (I am using the term in the larger sense) of all ages under this authority?—I would make the Defective and Epileptic Children Act compulsory, I think, and let the central authority deal with the children when they come to the age of sixteen.

2575. Would you make that central authority deal with the adults?—Yes.

2576. And with the pauper defectives and imbeciles?—Yes.

2577. So that you would have the central authority deal with all except the children?—All who were of unsound mind and with epileptics not classed as insane, some of whom at all events, I suppose, would be classed as of sound mind.

2578. You would make considerable exceptions to the persons to be dealt with by the central authority?—So far as regards children.

2579. But not outside children?—Not outside children, except with a few of the class that were referred to by Mr. Bagenal, of harmless feeble-minded people in workhouses who have no wish to go outside, and who are quite contented and happy where they are.

2580. You would leave them to be dealt with by the Poor Law authority?—So long as they were content to remain in the workhouse I would leave them alone, but if they insisted on taking their discharge, then they might have to be transferred to the central authority.

2581. Can you form any judgment as to the numbers who might come under these various central authorities?—Not as regards the feeble-minded.

2582. As regards any other class?—The epileptics not classed as insane in workhouses in Lancashire were 492 on the 1st January 1900. If an authority were established which could deal with paupers and non-paupers, in fact with all classes, a considerable number in addition to that would be forthcoming who would be placed under care also.

2583. Would that ratio, 490 to the population of Lancashire, which I think is four millions odd, be the ordinary ratio of the population of the United Kingdom?—I am afraid I could not answer that. It could be got at from the return which was issued, which gives the number of epileptics not classed as insane, inmates of workhouses in England and Wales on the 1st January 1900.

2584. What return is that?—It is a return to the House of Commons.

2585. What is the command number?—No. 362. Here is the return in 1894 showing the number of imbecile and epileptic children under sixteen in each workhouse, separate infirmary, and school, and so forth. It classifies them as those who are imbecile only, those who are epileptic only, those who are both imbecile and epileptic, and the number that might be improved by special training.

2586. Would you have any difficulty in combining these local authorities into one or more central authorities?—I do not think they would combine voluntarily.

2587. I see you say the Blackburn Guardians were asked to combine with the other Lancashire Unions. Apparently that scheme has fallen through?—Yes, in great measure because the Manchester and Chorlton Guardians are establishing a colony at Langho for epileptics not classed as insane, and it is hoped that they may be able to receive a large number of those from other parts of the county by agreement, so the Blackburn scheme has been suspended at all events to see how that turns out.

2588. In your opinion would legislation be necessary for this combination or could you do it by order of the Local Government Board?—No, I do not think you could. There would be no means of electing the central authority.

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2589. So it would have to be by legislation?—I think so. My proposal is, not that there should be a separate election but that the members should be chosen from the county council and county borough councils.

2590. So many nominated by them?—Yes, and perhaps from outside their own members.

2591. What population do you think it would be necessary to group together. Have you thought that out?—No. I think I should give the option to a county of either acting for itself or combining with other counties.

2592. The population of the ordinary county and the area would be sufficient to form one authority?—Of the larger counties I should think it would. It might not for every class. For instance for idiots there is an institution, the Royal Albert, for the six northern counties, which takes a great many; I do not say takes all that are required, but it takes a considerable proportion.

2593. Would that be your ideal size for groups for these central authorities—something like the six northern counties—a population and area corresponding to that? I think that is too large; I think Lancashire would be quite big enough for itself.

2594. That has a population of 4,500,000?—Yes.

2595. That would roughly represent the population represented by a central authority?—I think in parts of the county where the population was more scattered, you might have to be content with a smaller population or else the difficulty of distance might come in.

2596. Of the patients' friends visiting?—Yes, and of transferring the patients.

2597. Would you recommend that such a central authority should have their buildings at one central place or that the buildings should be scattered about?—Judging by experience of the Continent a number of classes might be placed in groups under the same management. In Lancashire now there are five asylums. I should not contemplate bringing all these together into one institution.

2598. That would slightly increase the cost, dispersion of buildings and staff, but not materially?—It would materially increase it for the number to be dealt with. If you take Lancashire as a sample the number would be far too great to be placed in one institution.

2599. That is 492?—No, I mean the whole class of lunatics, epileptics, imbeciles, feeble-minded, and so forth.

2600. It was in my mind that the lunatics should be entirely separated from the non-lunatics?—I do not think 500 would be at all too many of the sane epileptic class to be put together. The Chorlton and Manchester Guardians are building for 280 at the present time. This is a plan of the arrangement of the buildings [*Producing same*]. It is so arranged that extensions can easily be made.

2601. They would be made up to what number, do you imagine?—Certainly anything that could be required within the county.

2602. What would be the number beyond which it would be undesirable to go in any one set of buildings?—It is almost more a medical question than a question for me, but I should say up to 2,000.

2603. (*Mr. Greene.*) Would you suggest that there should be some Government Department to inspect the central authority, or to control it?—I contemplated their being under the Lunacy Commissioners.

2604. Do you contemplate that the Lunacy Commissioners would have to negotiate the combination of counties, and adjust finance amongst the different counties, and so on?—You mean after the power had been given by Act of Parliament? I think the Commissioners and the Local Government Board between them.

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2605. It would involve a very considerable addition to the staff of the Lunacy Commissioners, would not it, if your suggestion were to be adopted?—Yes, I suppose it would.

2606. You have mentioned the age of sixteen as being the age at which the difficulty arises with reference to children, who are then free to go their own way. Do you see any reason why the limit of sixteen years of age should be a period at which feeble-minded children, idiots, or imbeciles should be liberated from the workhouse, or any control they may be under?—No. I merely mentioned sixteen because that is the age up to which the Education Acts apply in the case of defective and epileptic children, and also the age at which a pauper becomes free to leave the workhouse.

2607. In point of fact, it is the age of emancipation?—Yes.

2608. And has its history in the Poor Law in connection with emancipation, I take it?—Yes.

2609. The law then assumes that a person of sixteen is able to manage for itself?—Yes.

2610. And is free from parental control?—Yes.

2611. Is there any reason why that should be continued when the hypothesis is that the child is unable to control itself?—I think, say at the age of sixteen, if that be fixed, an examination of each defective child should be made, and a conclusion should be come to whether in that particular case the child should be allowed to go out into the world, or whether it would require further detention in the public interest.

2612. Then that would be reviewed, I take it, from time to time, triennially or at certain recurring periods?—Certainly it ought to be reviewed; I should say at rather frequent intervals.

2613. Would you suggest as long as three years?—Yes, I think three years would be a fair time.

2614. So that if your suggestion could be carried out, any child that is in the workhouse would be drafted at sixteen to the care of the central authority?—If it were certified as one that ought not to be at large.

2615. Then you would have an intermediate kind of certification. It would not necessarily be the same test that is applied to an adult now in order to obtain a certificate of detention in the lunatic asylum;?—I think you might have, in the case of the children, not such a stringent certificate as would be required for permanent detention, because it would be only for a limited time.

2616. At present a certificate is always reviewable, if the certified person takes the necessary steps?—Yes, it is reviewable, but it is not necessary that it should be reviewed.

2617. It depends on the wish of the certified person, or his or her friends?—Yes. I think in the Act of 1890 it was specified that the certificates for the detention of lunatics in workhouses were to be reviewed every year. That was subsequently amended by the Act of 1891.

2618. What period is given in that, do you know?—None. They run on indefinitely.

2619. But in the case of persons whose condition has been observed before they were sixteen, you would have a certificate reviewable periodically?—Yes.

2620. In the case of persons not amenable to the poor law, who are well off, children of well-to-do parents, would you have any requirement made that they should be inspected, or their condition treated?—I cannot see my way to that. It seems to me it would have to be limited, in the first instance at all events, to those who came under the poor law.

2621. In your central authority, I think you contemplate, as far as I followed your evidence, that it should be open to all classes of patients; by which I presume you mean all social grades?—Yes.

2622. And all descriptions of mental infirmity?—Yes; I meant whether they were able to pay for themselves altogether, or in part, or not at all, and that they should not be stigmatised as paupers, and that their relations should not lose any privileges which they would lose by their becoming paupers.

2623. Could you put in words a definition of feeble-minded, so that people could test the condition of any person who was to be subjected to the operation of the law?—No, I could not.

2624. Have you any suggestion to make as to how we could get an adequate definition for the purpose of a statute or rule?—No, I rather doubt its being possible.

2625. Then it would have to be left to the school or the opinion of the certifying person?—At present you do not define a lunatic; you say that A. B. is of such mental power, or deficient mental power, that he ought to be confined.

2626. Do not we say, "is dangerous to himself or others," or "is unable to manage his property"?—Yes; in the same kind of way you might say perhaps, that A. B. was of such deficient power of moral control, or something of that kind, that he ought not to be allowed, in the interest of the public, to be abroad.

2627. That would be the *prima facie* certificate first made?—Yes.

2628. If he was contentious, and did not submit to that, that would have to be reviewed by some tribunal or person to see whether he was to be detained?—Yes.

2629. Who would be that person?—I do not know that I am prepared to suggest. I think the safeguards ought to be at least as stringent as they are in the case of acute lunatics. An acute lunatic you can almost tell, in many instances; you can see that he is a lunatic and unable to take care of himself, but in the case of the feeble-minded it might be much more difficult to arrive at that conclusion.

2630. Have you any suggestion as to the sort of person or tribunal who should consider whether the man who certified this person was right or wrong in his certification?—No, I do not know that you can do it beyond requiring a certificate from two or more medical practitioners.

2631. Who would determine which was right, the single practitioner or the two?—I mean in the case of a lunatic, you call in two.

2632. But a lunatic has always got the ultimate power of having the question of his lunacy tried before a jury and remitted by the Lord Chancellor for an inquiry under a Lunacy Commissioner and a jury?—There ought to be at least as great a safeguard for the feeble-minded.

2633. (*Dr. Donkin.*) Is it your opinion that the Lunacy Commissioners would be the best authority to control any institution which might be established for this purpose?—I think that so long as they have the control of lunatic asylums they should have the control of these other classes which are so closely connected with lunatics.

2634. You do not think the name might have some influence in discouraging the application of the new regulations which might be made?—I have not thought so. The name of "lunatic asylum" might be changed. I should be very glad to see that done. If these institutions could be spoken of as "County Homes," so as to get rid of the idea that anyone who was feeble-minded, and might come under their care, would be necessarily a lunatic, and so introduce the idea of lunacy in the family, I should be glad.

2635. The Lunacy Commissioners would have to be largely increased in numbers, if anything on an adequate scale was started to take care of the feeble-minded?—Yes, I presume there would have to be considerable difference of some kind.

2636. One question about the lunatics detained in workhouses. Those that are sent direct from the asylum to the workhouse have to be re-certified, in several cases, have they not?—No; a certificate comes from the asylum that the lunatic is a fit case for the workhouse, and if that is confirmed by the medical officer of the workhouse that is sufficient without any further certificate—no justices' order is necessary.

2637. So that they are certified under the Lunacy Act ?—They have been certified before going to the asylum, and the certificate given by the medical officer of the asylum on discharge is sufficient if it is backed by the medical officer of the workhouse, who certifies that the accommodation is sufficient for their proper care and treatment.

2638. Is that enough for a person to be confined in a workhouse at the start, if he has never gone to an asylum ?—No, that is only in the case of a return.

2639. He then has to be certified in the ordinary way ?—If he has not been to an asylum he has to be certified in the ordinary way, and a justice's order made for his detention.

2640. He is certified for a workhouse exactly in the same way as he would be for an asylum ?—Yes, practically.

2641. (*Mr. Dickinson.*) You say, your own feeling would favour placing all lunatics, idiots, imbeciles and insane epileptics, as well as epileptics not classed as insane, and feeble-minded, under one and the same authority ?—Yes.

2642. That is to be somewhat on the lines of the Lancashire Asylums Board ?—Yes.

2643. Might I ask one or two questions about the Lancashire Asylums Board. That is a Lunacy Board pure and simple ?—Yes.

2644. It owes its origin to the fact that in the county of Lancaster there was not only the Lancashire County Asylum, but there was a large number of county asylums in the cities and boroughs ?—There were differences respecting the contributions of the County Boroughs and their representation on the visiting committee.

2645. The Lancashire County Asylum is an authority totally unconnected with the Poor Law ?—Yes.

2646. It only deals with lunatics at present ?—Yes.

2647. I see you say, in the Winwick asylum they take idiots ?—I should have said it only deals with the classes that can be dealt with under the Lunacy Acts.

2648. The idiots can be certified either under the Lunacy Acts or under the Idiots Acts ?—Yes.

2649. Are all these idiots that the Lancashire Asylums Board takes idiots certified under the Lunacy Act ?—I think so, but I am not quite sure about that.

2650. Why do not they take the imbeciles as well ? I think you mention the Chorlton and Manchester Joint Asylum Committee proposed to make a combination for the reception of imbecile paupers and of persons who might be insane or suffering from epilepsy, and who might be relieved in the workhouses of the said Unions. But this scheme, as you say, here, has resulted in a proposal of providing only for epileptics not classed as insane ?—It was found that the bigger scheme was extremely expensive, and there was a strong feeling against the expense being incurred; therefore, although the joint committee had plans drawn out for receiving imbeciles as well as epileptics not classed as insane, they have decided to go on, in the first instance, only with the provision for the latter class.

2651. What are they going to do with their imbeciles ?—They will remain in the workhouse, for the present, under the hope that ultimately they will be under the Lunacy Board.

2652. Why do not they send them now to the care of the Lancashire Lunatic Asylums Board ?—One reason is that the Lancashire asylums are so full that a considerable number of lunatics are illegally detained in the workhouses of the county. Then there are a number of imbeciles at the workhouses who can be cared for where they are—where good wards have been provided—I will not say "quite as well cared for," but can be cared for where they are.

2653. It comes to this, that except from the point of view of accommodation the Lancashire Board is capable now, of doing all the work, which you suggest, with the one exception of the feeble-minded. They can take lunatics, idiots, imbeciles and insane epileptics ?—Yes.

2654. They could not take the epileptics not classed as insane ?—No.

2655. Nor the feeble-minded ?—No. And as to the imbeciles, of course each individual would have to be certified as a fit case for the asylum. That works, now, very unevenly, because if a lunatic or person of unsound mind is in a country Union, where the workhouse contains no special accommodation, he may be sent to an asylum. If, on the other hand, he were residing in Manchester where there are special wards in the workhouse he would very likely not be sent to an asylum.

2656. There is one other question about the Lancashire Asylums Board. In the first place, what is its correct name ?—The Lunatic Asylums Board for the County Palatine of Lancaster.

2657. It retains the word "lunatic" there ?—Yes.

2658. As you have said to Dr Donkin, you think under a new scheme it ought not to have that word attached to it ?—I think if that word could be got rid of it would be a help.

2659. That would, I presume, mean an alteration in the Lunacy Acts ?—They speak of "asylums" and "lunatics."

2660. This is the one example, is it not, in England, of a joint board for this purpose ?—With the exception, if it is an exception, of the Metropolitan Asylums Board. That is not quite in the same category.

2661. What are its powers as regards finance. Has it full power to expend what it likes, without reference to the councils appointing it ?—I think so. The Board issues its precepts to the County Councils and the councils of county boroughs.

2662. They are bound to honour them ?—Yes.

2663. Then the County Councils have handed over to this Board all their powers ?—Yes.

2664. And the Board, like other visiting committees, I suppose, recovers the cost of maintenance from the guardians per head ?—Yes.

2665. And the balance they require to be paid up by the county councils ?—Yes.

2666-2670. Do you know in what proportion they make them pay. How do they assess the amount that each council has to provide ?—The Board estimate the total amount required to be raised by contributions for the ensuing year, and divide that amount between the county and the county boroughs in proportion to the period of residence in the asylums of the lunatics sent from the county and from each of the county boroughs respectively, as shewn by lists relating to the previous year furnished by the clerks to Guardians; and the amount so apportioned is contributed by the county and the county boroughs in such proportions respectively.

2671. (*Mr. Byrne.*) Although the Lancashire Asylums Board is the only Lunatic Asylums Board in the country, under a special statute there are several other combinations of counties for asylum purposes, are there not ?—I believe there are.

2672. Is not there the Three Counties Asylum ?

2673. (*Mr. Dickinson.*) They have a joint committee for that.

2674. (*Mr. Byrne.*) Yes. An Act of Parliament is not necessary to enable counties to have joint asylums. County councils may combine for the purpose of joint asylums under the Lunacy Act without requiring a special Act of Parliament ?—Yes.

2675. There would not have to be an Act of Parliament passed for every combination of counties, if combinations were found desirable, to enable them to start asylums. It is habitually done by agreement now, is not it ?—Yes, that is so.

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2676. I want to clear up the point about the Lunacy Commissioners as a desirable central authority for these bodies. At present, the Lunacy Commissioners inspect the asylums, do not they?—Yes.

2677. Are they in any sense a central authority, even for lunatic asylums. What power have the Lunacy Commissioners? Have they power to make regulations for asylums?—No.

2678. Do they exercise any powers as regards the mode in which local authorities shall carry out their duties under the Act?—They exercise authority on the plans and buildings.

2679. No, do they not advise the Secretary of State on the plans?—Yes.

2680. Similarly in all their other functions, they are those of an inspecting authority, are they not, except that they discharge individual lunatics, etc, ?—Yes.

2681. All their functions are not those of a central authority, but the functions of the central authority are exercised by the Lord Chancellor and the Home Office and the Local Government Board?—Yes, I think so.

2682. When you say if new institutions to deal with the feeble-minded are started the Lunacy Commissioners should have the same control over them as they have over the asylums, it means not as the central authority, but as the inspecting authority?—Yes, central authority would be a misnomer. I meant they would act as regards these new buildings in the same way as they now act in regard to lunatic asylums.

2683. You heard Mr. Bagenal's evidence on the question of what methods should be taken in order to facilitate the amalgamation of local authorities for the purpose of providing desirable institutions. Do you agree with him generally?—I have always found Boards of Guardians extremely unwilling to combine for any purpose whatever. There have been a few instances in Lancashire of late years, but in the rest of England there have been hardly any. It is perhaps unfair in the case of a rural Union. for instance, who have one epileptic in every two or three years to send to an institution, that their whole rateable value should be placed under contribution.

2684. As a matter of fact, the present system is unfair to the poor law authorities who do their work well?—Yes.

2685. If they provide proper accommodation in the workhouse or other institution for imbeciles, and so on, they have to keep them themselves. If they send them for want of accommodation to asylums, they get 4s. a week from the Exchequer Contribution Account?—Yes.

2686 So there is an inducement for them not to do their work in the best possible way?—Yes

2687. The inactivity of county authorities is also rather marked in the way of joining for public purposes, is not it?—Joining other counties?

2688. Yes. Have you had much experience under the Inebriates' Act?—No.

2689. You know the Act of 1898, and the steps that have been usually taken under it. The local authorities have been extremely backward, and the bulk of the work is carried on by voluntary associations of individuals?—Yes.

2690. Do you happen to know whether the Voluntary Association work is carried out as successfully or as cheaply as by the local authorities who are now dealing with it?—No, my experience is not wide enough for that.

2691. Taking it as the experience that County Councils have been found difficult to move in regard to that, would you think there should be any central authority assisting them to come to right conclusions in regard to institutions for the feeble-minded and epileptic?—Do you mean an authority with power to compel the provision of such places?

2692. To assist them, to advise, to procure statistics, hold local inquiries and so on?—I think it would. The Local Government Board have considerable advisory powers and very small compulsory powers.

2693. Mr. Bagenal said on being reminded that in the Lunacy Act there was in the background power to compel them, he thought it was a good thing that power should exist. The Home Secretary has power to compel Local Authorities to make asylums. They have not exercised the power for many years, but he thought it was a good power to exist?—I think there should be that power.

2694. Do you think it is especially desirable that there should be such a power, inasmuch, as these institutions will necessarily involve amalgamation of unions and counties?—Yes; I think you might have a difficulty in getting a combination formed to carry it out, unless there were that power in the background.

2695. About voluntary associations, you say a good deal of assistance in the provision of homes for this class might be rendered by voluntary associations. What would you think if the provision of such accommodation by voluntary associations was proposed as a permanent and regular means of dealing with the difficulty?—I think if the authority is set up in some form or other, which I hint at in my statement, that should take the place of these voluntary associations almost entirely.

2696. Have you had experience of the relative cost of voluntary associations in maintaining people as compared with the work done by local authorities in maintaining people of the same class?—No, I do not think I have—not as regards buildings, at all events.

2697. Supposing it were found that voluntary associations, quite efficiently, and more economically, ran these establishments if assisted by public funds, would you say there was anything in the nature of voluntary associations that they should be prevented being entrusted with this duty, or would you be glad to see them entrusted with it, supposing they proved themselves competent and cheap?—I do not think I would go as far as to bar voluntary institutions.

2698. You would not say more than that?—I feel I would be more in favour of regular institutions than of voluntary institutions.

2699. (*Dr. Dunlop.*) In the *precis* of your evidence you say that the Lancashire Asylums Board determined to form a scheme for looking after epileptics and imbeciles, and to forward this to the Lunacy Board for their opinion. Has that been done, and has there been any answer from the Lunacy Commissioners? Have the Lunacy Commissioners, in other words, put any difficulties in the way of such a scheme?—I believe not.

2700. Do they approve of it generally?—I believe they are inclined to agree to it.

2701. Have they not committed themselves?—I am not quite sure how that is. I have not heard specially. I have only heard rumours. I had better not answer that at all.

2702. Then in examination you stated it was necessary for a lunatic to be certified to be dangerous to himself or others, or not able to manage his own affairs—or language to that effect?—Yes.

2703. Here is the lunacy certificate. Can you show me where that occurs. I cannot see it. I do not think, so far as the lunacy certificate informs me, that it is a necessary condition?—You mean as to being able to manage his own affairs?

2704. You said it was necessary for a lunatic to be dangerous to himself or others or not able to manage his own affairs before that lunatic was certifiably insane. What is the ground for that statement?—It would come in the facts indicating insanity, I take it, which would have to be entered in the certificate.

2705. I would ask you to show me where that comes. I cannot find it?—(*Handing certificate.*) I was referring to pauper patients, not private patients.

2706. Here is the pauper certificate. (*Handing same.*)

2707. (*Chairman.*) I think what Mr. Greene was referring to was not a question of the certificate; it was in cases where it is put to a jury as to whether a prisoner is insane.

2708. (*Dr. Dunlop.*) But that is the whole point I want to show. It is such an absolutely different situation; the plea of insanity in bar of trial depends upon quite different grounds to an ordinary lunacy certificate. The ordinary certificate of lunacy has no reference to a man being dangerous, or not being able to manage his own

affairs. The essential part of the certificate is that the man is of unsound mind, and requires care?—Yes, and the facts indicating that, on which the certificate is grounded.

2709. Then your answer that the lunatic must be dangerous was given under a misapprehension?—Yes; the words were used by the gentleman who was asking the question and I assented to them when perhaps I ought not. The Relieving Officer has, however, to state on the certificate, "Whether dangerous to others, and in what way."

2710. (*Chairman.*) You spoke of Continental experience with regard to groups of buildings where imbeciles were classified. Have you any personal experience of those?—No, I have not, but there is a volume I have here relating to asylums on the Continent which contains drawings of a good many, and plans of some. There is one of the largest, which shows the accommodation for various classes—some are in closed pavilions—the more acute cases; others are in little villas holding forty to fifty each. (*The volume entitled "Asylums on the Continent" was handed in*). *H. Jenner-Fust, Esq.* 20 Mar. 1905.

2711. That is what you suggest might be advisable?—The authority on these things is Dr. Rhodes, who has seen these things on the Continent and in America; and he could tell you much better than I can.

2712. You have nothing further you wish to add?—Nothing.

ELEVENTH DAY.

Tuesday, 21*st March*, 1905

PRESENT:

The Right Hon. the Earl of RADNOR (*in the Chair*).

W. P. BYRNE Esq., C.B.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

Miss B. WALTON EVANS, called; and Examined.

2713. (*Chairman.*) You are inspector of boarded-out children for the Northern and Midland counties?—I am. *Miss B. Walton Evans* 21 Mar. 1905.

2714. Will you tell us how long you have been inspector under the Local Government Board?—I was appointed in December, 1901, for the Northern and Midland counties. My map comprises eighteen counties, but I have a child boarded out in Flintshire, which makes the nineteenth county.

2715. Will you put in the statement you have sent us as part of our evidence?—Certainly, with great pleasure.

STATEMENT OF THE EVIDENCE GIVEN BY MISS B. WALTON EVANS, INSPECTOR OF BOARDED-OUT CHILDREN FOR THE NORTHERN AND MIDLAND COUNTIES, LOCAL GOVERNMENT BOARD.

It was as a Guardian for the St. Asaph Union, North Wales, and subsequently head of the Department of the Girls' Friendly Society for St. Asaph Diocese, which dealt with workhouse girls, and when engaged in work amongst the poor, that I became interested in the question and began to note the cases of "feeble-minded" that I frequently came across. The first case that caught my attention was that of a "feeble-minded" man and woman with eight children. When I first visited, I found the woman making bread in the cradle, which then was black with dirt. She and her husband were often on the rates in various ways; they have been in gaol for cruelty to children, he has been in gaol for obtaining goods under false pretences, and we had one of the children for months in the workhouse, and had to grant the woman relief when her husband was in gaol. Several of the children were "feeble-minded" and one girl almost imbecile. I have lost sight of the people, though I hoped to trace them, and find out how many of the children were deficient, and if there were now more than eight in number, but I failed, as they had left the neighbourhood.

I was appointed in December 1901 by the Local Government Board as an Inspector of boarded-out pauper children beyond the union for the north and Midland counties. I have a district comprising nineteen counties. There are fifty-six Committees under my care, and several new ones are shortly being authorised. The number of children I inspected last year was approximately between 500-600. Also during the year I go into about eighty schools in order to obtain the children's school reports from the teachers, so that in this way I am able to note the number of feeble-minded children in the ordinary village and some town schools. The children I deal with are supposed to represent the pick of poor-law children, and no child can be boarded-out without a medical certificate signed by a doctor, saying it is not suffering from any infectious or contagious disease. The question of mental capacity is not brought into consideration, so that feeble-minded children are boarded out. Two years ago one boy was boarded-out without a medical certificate, the doctor having felt unable to sign it; the child was feeble-minded and extremely delicate. His health has considerably improved, and there is a slight mental change since he has been in this country, but I have advised the Guardians to have him again medically examined by a children's doctor (for preference), with a view to determining whether he should not be sent to a special school. The boy has a defective palate, consequently bad speech, which it is very difficult to make out. In my opinion he requires special attention in his lessons, which it is impossible for him to get in a large infant's class.

I am not of opinion that feeble-minded children should be boarded out for the following reasons: (1) Many of these children have bad habits and require special attention and training, which the foster-parents are unable to give. The want of memory, stupid fits of obstinacy and tiresome ways, aggravate the foster-mothers; they fail to realise that this is part of the feeble-mindedness, and that careful treatment and training is required from them. Often punishment follows the committal of trifling faults; want of memory, particularly when the child is sent out shopping by the mother, is set down to carelessness and inattention, and children have been accused of dishonesty when they have brought back wrong change from a shopping expedition, whereas they have been unable to do any reckoning, or tell what was owing to them. One feeble-minded child was boarded-out in two homes running, where she was very badly treated, and became far more feeble-minded; she was fortunately under a painstaking Committee who found out things were wrong and removed her as soon as they could, but it took them some time to ascertain that ill-treatment existed. Reasons why feeble-minded children should not be boarded-out.

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Danger of cruelty.

I find it very difficult to ascertain from normal-children if they are badly treated, and with "feeble-minded" children it is impossible; for one reason they attach themselves so easily to people, and are far too much under influence to complain, even if they were capable of doing so. One foster-mother beat a delicate child of eight years with a poker. The police had to remove two children summarily and send them back to the guardians under another Committee, who had refused to believe that the foster-parents could be cruel to the children. One child of five I found black and blue, yet she told the lady who went to fetch her away that she had never been beaten. Last year, however, when I visited her in another home, she told me all the cruelty she had been subjected to. I merely quote these cases to show how sharp, normal-witted children can be treated, and the Commission can imagine what could be done to feeble-minded children with less fear of detection by cruel or aggravated foster-parents, even with a Committee visiting the home regularly.

Difficulty in Country Districts of obtaining "Special teaching."

Another reason why I object to having these children boarded out is the difficulty in the country districts of obtaining special teaching, To develop the bodily and not the mental capacity of these children is to me a mistake. A feeble-minded girl from the Preston Union was boarded out under a very good Committee in the north of England. The girl had a defective palate, consequently imperfect articulation, and had been much neglected in childhood. She was placed with her sister in quite a good home, and lived the ordinary village life. The Committee, however, found that the child was not developing mentally in proportion to the bodily improvement, that she was merely wasting her time at school, owing to the want of special attention and teaching. They took the matter up, and a teacher who was interested in the child said she would give her special lessons out of school hours, the Committee being willing to pay if the Guardians would not do so. The Education Department, under whose attention the case was brought, kindly passed the following minute:—

> "There might be many cases in country districts where the formation of a special class would be impracticable. In a case such as Miss Evans refers to I do not see why His Majesty's Inspector should not approve a special Time Table for these children, provided the child made the minimum time required by the code for an attendance, *e.g.*, such a child might come at three and leave at five, the regular school hours being two to four. I fear, however, that there would be but few teachers who would undertake the extraneous duty. The question whether the guardians could give any extra remuneration is one for the Local Government Board."

The fear, however, expressed in the minute that few teachers could be found willing to undertake the extraneous duty was found to be the case in this particular instance. Nor is it to be wondered at that teachers should be found unequal to take more work than they have at present. The Committee in consequence refused to keep the child, and she has now been sent out to a special Home. There is a considerable amount of ignorance prevalent about feeble-mindedness, even amongst educated people. I had recently to call the attention of a Boarding-out Committee and Board of Guardians to the case of a feeble-minded boy who was boarded out with a very eccentric, if not mad, foster-mother. I reported strongly on the case, and the Committee were very indignant that the boy should be considered feeble-minded. The same week, however, the doctor examined the boy and certified him as being feeble-minded and badly nourished, so the guardians decided he should be removed. Another Committee refuted the idea of a girl being feeble-minded because she had won a prize in divinity. They sent her to service, but she was so tiresome that no mistress would keep her, and she was accordingly returned to the guardians, and has been sent to a special home as advised. The majority, however, of my Committees refuse to keep these children when once they have discovered that they are feeble-minded, and either return them to the care of the guardians, or they are sent to special homes. In the interests of the community it is not fair to keep them, and even if they give little trouble when boarded-out, the real difficulty is to find and keep them in suitable employment when they are able enough to go to work. The more experienced the Committees the stronger is their opinion that the percentage of failures has been highest amongst the feeble-minded, and that they rarely can earn an adequate wage. Not that I consider the wage-earning capacity is a sufficient test, for a man or woman may be able to earn a living wage and may yet be feeble-minded and unable to take care of themselves. One knows cases of girls able to be servants and earn wages, yet quite unable to take care of themselves, and so with men. I came across a case in point when I was visiting Bradford in January; the Chairman, Mr. Bentham, has kindly supplied me with correct particulars.

Tommy Turner's case.

Admitted.—March 3rd, 1887—age about twenty.

Absconded.—August 29th, 1901.

Returned.—September 1st, 1901.

Granted one day's leave to visit friends on November 7th, 1901. (Did not return.)

Since then he has earned his own living for a time as a collier and since as a wool-comber,

Admitted.—December 21st, 1904—sick (? incipient phthisis).

Discharged.—January 5th, 1905.

He was *certified* up to the time of his taking a day's leave—November 7th, 1901.

Was never "dangerous," but a sort of silly Billy; his friends could not afford to maintain him, and he was too silly to work (or had more sense!). Wrote a letter to Oom Paul, or another inmate wrote it at his dictation. His history is unknown, there being no one about the workhouse who remembers his admission. He acted as chief mourner at all the funerals from 1894 up to the date when he absconded; he often begged for his discharge, yet he never attempted to abscond until August 1901. So far as is known the man has not married since he has been out, but he has bought a dog.

Difficulties experienced in finding vacancies in Special Homes.

I have now cases of feeble-minded boarded-out children in my district whom their Boards of Guardians are quite willing to send to Special Homes if vacancies can be found. The supply of Special Homes is not increasing, and is totally unequal to the demand, and the grave difficulty is that there are so few vacancies available. In my opinion private enterprise has failed to meet the question, nor is it surprising, for it is not a popular subject, and the general consensus of opinion appears to be that the question is a State one. In January last I sent round a circular to all the special homes entered in the Charities' Register and Digest List (copies of which are available for the Commission) with the result that only three Homes out of eighteen had any vacancies to offer, and none of these were "permanent" Homes. I have a girl chargeable to Sheffield, who has to wait a year before a vacancy can be given her in a Home. Another feeble-minded girl, removed from a Boarding-out Committee's care over fifteen months ago, is still awaiting a vacancy in a Special Home, and is being kept at the workhouse pending one being found. The lack of homes for boys and men is most noticeable, and though the result of feeble-mindedness is less apparent, yet the need is quite as great for homes for them as for women. I am strongly against feeble-minded children and adults being sent to Homes and asylums for a few years only, and then being sent out into the world. Better have no "special training," and the child and adult be left unmistakably "feeble-minded," than educated sufficiently to pass off as a "spurious" article, *i.e.*, normal-minded, when not so.

Further legal powers required.

We want further legal powers to detain feeble-minded persons. One knows the feeble-minded girls in workhouses and out in situations who develop a restless tendency, and wish for change. A case in point came immediately under my notice when I was head of the section of the Girls' Friendly Society in St. Asaph Diocese which deals with workhouse girls. A feeble-minded girl, formerly chargeable to Holywell Union, was sent to service, under an excellent mistress in a seaside town. I saw the girl, the mistress, and clergyman of the parish, shortly after she went to her situation. For a short time all went well, then the girl became dissatified, was out late at night, knocked the clergyman up at midnight—being afraid to return so late—and he had to put her into lodgings for the night with some respectable people near. Then she wanted a change, so I went over, and we thought a training Home under a good matron might help to settle her, and as a fashionable seaside town did not seem to me a good place for a giddy weak girl to be in, she was sent to a training Home, her expenses being paid, where she stayed a short time. Still unsettled, she wanted a situation

to be found her, and one with respectable people near the head of the training ome was Hobtained, but it was no good—the girl ran away and went tramping—we had no further hold over her, and she was over eighteen, and so she disappeared. Her sister is going the same way, I hear. One hears continually of cases like these, and unless there is further legal power to detain this class they will, despite all efforts to save them, go under. If that girl had, when young, been sent to a special Home and drafted on to a colony, it does not follow that she would have been so restless or headstrong; she would have been under good influence, and one knows what a difference that makes.

I have visited the special classes in Leeds, Bradford, and Manchester, and I also at Leeds went in a private capacity with a visiting member of the Leeds School Board Boarding-out Committee to see six of the homes where feeble-minded children were boarded out. My strong opinion that feeble-minded children should not be boarded out was only further confirmed by my visit there. The Committee had been in existence two and a half years prior to my visit in September 1902.

Medical Examination of School Children.

I hope the recommendation of the Physical Deterioration Committee, as to having a systematised medical inspection of school children in Great Britain, will be carried out, and then we shall be able to form an estimate of the number of these children at present attending school who require special teaching.

If the parentage, employment of parents or parent, number in family, and rent paid, could be also ascertained, I think it would be useful, and might provide medical experts with information which at present it is almost impossible to obtain.

The Elementary Education (Defective and Epileptic Children) Act 1899, to be made compulsory.

The making *compulsory* instead of *optional* of the Elementary Education (Defective and Epileptic Children) Act 1899 is, I think, very desirable; of several towns that illustrate the desirability of the Act being made compulsory which have come under my immediate observation I will quote one in particular—Atherstone—where I have a Boarding-out Committee, and where I had occasion two years ago to go into three or four schools on boarding-out business. Whilst waiting and conversing with the teachers, I noticed a considerable number of feeble-minded children. The head-master intormed me he thought there were about forty feeble-minded children then attending the schools for whom no special provision was made. A member of the School Board hearing I was interested in children, came to see me, and I have lately been in correspondence with the then Chairman of the Atherstone School Board, Doctor Herring, and he informs me that he went into the question, being struck by the large number of children in the schools who were feeble-minded, and he put the number approximately at fifty.

(*a*) Imbeciles, or next door.

(*b*) Dull brained children who, however industrious, fail to keep pace with their class mates and so retard the work of the school as a whole.

(*c*) Stunted and physically inferior children with depraved minds and dirty habits, who are unfit companions for cleanly and orderly children.

Dr. Herring then drew up a scheme for providing a special room and teacher, but the expense was considered too great and the scheme fell through. The doctor's opinion was, that he thought the percentage would be $\frac{2}{5}$ boys, and $\frac{3}{5}$ girls. When I was at Atherstone last November nothing further had been done towards providing "special teaching," I was informed, for the feeble-minded children. I very rarely go into any school without noticing one or two mentally deficient children.

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Seeing the great improvement that takes place in feeble-minded children who are placed in the country, I believe that by taking the children young and giving them special teaching by the time they were old enough to be drafted on to the colony, a certain number would by their labours be almost self-supporting.

The age of admission to the colony would vary from fourteen to sixteen and should be a question for a medical man to decide; cases vary so much.

Two feeble-minded children boarded-out under the Southport Committee, chargeable to the Burton-on-Trent Union, were sent to Miss Dendy's colony at Sandlebridge, and the improvement in their mental capacities since they have been there is marked, and so it is with children one sees in similar institutions. It is colonies like Miss Dendy's that I should like to see established in every county—colonies where a variety of employment, particularly out-door work, could be given—both for boys and girls, men and women, and where a healthy out-door life could be led. Whichever authority is empowered to start colonies, whether Town Councils, County Councils or Poor Law, it is very desirable that the authority who appoint the Committees of Management should be required to appoint some women. Many points will arise which will be women's work to deal with. Government inspection also should be given. It appears further necessary that power should be given to education authorities, where children are in bad homes or under improper guardianship, to send them to special schools, also power to exact contributions towards maintenance from relations should be given.

I think public opinion wants educating in regard to two points (1) that feeble-mindedness is not curable, can only be ameliorated, (2) in regard to the danger to the community of allowing the feeble-minded to marry—that is the root of the question, and short of permanent control I do not see how it can be prevented. My experience as a guardian and when engaged in work amongst the poor, particularly amongst the class on the border line of poverty and pauperism, was that a certain percentage were feeble-minded, and that they certainly handed it on to their children in a greater or less degree. As many feeble-minded are on the rates now in various forms, it would be far cheaper for the nation ultimately to exercise permanent control over those who have already been defined as not being sufficiently of sound mind to be able to take care of themselves, than to treat as responsible those who are irresponsible, and as capable those who are incapable of taking adequate care of themselves.

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Question 2715.

HOMES FOR FEEBLE-MINDED CHILDREN.

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Name.	Boys.	Girls.	No. of Vacancies in January, 1905.	Approximate date of next vacancy.
Hillingdon, Pield Heath R.C. Special School	15	15	Thirty	—
Alexander House (Girls)	—	—	None	Impossible to say.
Upshire Bury (Boys)	—	—	None	Several applicants waiting.
Coningham Road Home (Women and Infants)	—	—	None	Impossible to say.
Midland Counties Asylum	2	10	Twelve	
Morpeth Home (Girls)	—	—	None	Beginning of April, 1905.
Royal Albert Asylum	13	—	Thirteen	
Storey Home (Girls). Girls are not admitted direct into the Storey Home, but are transferred there from the Institution itself after undergoing a preliminary course of training.				
Adcote Home (Girls)	—	—	None	Perhaps in six months.
Chasefield (Girls)	—	—	None	May be many months.
Sandlebridge Home Special School	—	—	None	—
Handford Home (Girls)	—	—	None	The next vacancies are promised, and as local cases always take precedence it is very doubtful when a case outside the district could be admitted.
Little Girls' Home (Clapton)	—	—	None	—
Ashton House (Girls)	—	—	None	Not before Midsummer.
Mary Carpenter Home (Girls)	—	—	None	Quite impossible to tell. One case waiting.
Birmingham Homes (Girls). No. 1, Arrowfield Top, Alvechurch	—	—	None	No expectation of a vacancy as cases are taken permanently.
No. 2, Enniskerry Knowle, Warwickshire	—	—	None	No prospect of one.
St. Mary's Home	—	—	None	The Home is a permanent one, so there is seldom a vacancy.

West Kirby Convalescent Home (Special Council School)	This School is only for physically defective children.
Normansfield, Hampton Wick	Private Home. Vacancies for both boys and girls, but number not stated.

2716. (*Mr. Byrne.*) I notice that you express a strong opinion that the Defective Children Act should be made compulsory ?—Yes.

2717. In addition to that, do you think that that Act requires any amendment, or would it be satisfactory if universally adopted ?—I think that is a matter more for the education inspectors. But I think it should be made compulsory, and that there should be boarding-houses in connection with the centres; in connection with the special classes there should be boarding-houses, to which children could be sent.

2718. If that Act were made compulsory, would you in any way relieve the Guardians of the duty of taking care of the poor. Would you make it compulsory on the Guardians to carry out similar work ?—I think that is a matter more for the general inspectors to deal with. I think the matter should be taken out of the hands of the Guardians. Do you mean feeble-minded children should be sent to these classes ? I do not quite understand.

2719. If the Defective Children Act were of universal application all over the country, do you think it would then be expedient to take away from the Guardians the power of dealing with feeble-minded children at all, or to leave them their present power ?—I think it would be advisable to hand it over really to the County Councils If it were left in the hands of the Guardians there would come a difficulty as to the vote. A certain number of people might object to sending children to the Guardians, because they would lose their vote. Also, you could have a paying class. There seems to be a great gap between the private homes and the homes supported by charity. There is a class of people who cannot afford to pay the sums that are very rightly asked by private homes, but, at the same time, who could contribute to a colony which was maintained by the County, or Town Council, or whatever body it might be.

2720. Would you be in favour of encouraging the continuance of voluntary Homes dealing with such persons, to which County Councils and other local authorities might subscribe ?—I have not considered that question at all.

2721. Supposing the arrangements that you desire to see were made for the universal care of defective children, what machinery would you suggest in order to deal with those school children who still remain defective at the age of sixteen or eighteen, according to when they are discharged? —I think that there should be a second committee formed, to supplement the work of the Education Committee, who would take on the adults and draft them on to these colonies. Of course, where you get a centre in a country district, they would be handed on to a committee of the County Council. I should have one committee to deal with the whole thing, except where you have an education authority for a town.

2722. Do you think it would satisfy the public that the power of permanent, or, at any rate prolonged, detention should rest simply in the hands of the education authority, or would you interpose some magisterial order for commitment ?—I think I should have it more medical. There should be medical inspection.

2723. A medical certificate ?—Yes.

2724. In fact, the method of the Idiots Act you could regard as satisfactory—that is, that if the person responsible for the child consented or wished it and received a medical certificate, then that child might be permanently detained ?—Yes, at the same time I think, where a child is under improper guardianship, or the home is wrong, that there should be power to detain without the consent of the parents. If the children are trained specially, when they arrive at a certain age they will be able to earn a certain amount of wage, and I think there is a danger that the parents would step in and say "We will have this child now, and take it away, and look after it."

2725. Would you give County Councils or the education authority the power to adopt children that Guardians have now ?—Yes, I should.

2726. Almost in the same words ?—Yes.

2727. That is to say, to adopt them when the home surroundings were not what they ought to be ?—Yes. Very often the parents of these children are themselves of a very low type. Even now I know a case where they tried to get a child who, they thought, had learnt something and was able to earn a little and take it away from the home where it was placed.

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2728. You think any decent parents ought to be content and compellable to leave their children under the care of the educational authority if certified to be unfit to be at large ?—Yes.

2729. You would let them have that power of control over the children, to take them away from the parents, because the bad are not fit for it, and the good ought to consent ?—They would be thankful, I think.

2730. The education authority might make a mistake ? There might be doubtful cases. Would you allow any appeal against the decision of the doctor or education authority to keep the child for ever in detention ?—I fail to see, if the child is taken to a special class and is there under medical observation till the age of sixteen or even fourteen or fifteen, how a child on the border line could be mistaken for a feeble-minded child.

2731. After all it is a question of the precise degree of danger if the child is exposed ?—Yes.

2732. You will admit, with the greatest cleverness and the greatest conscientiousness, two people might put a child on opposite sides of the border line ?—They might, of course. Opinion always differs even amongst experts.

2733. Do you think the general public would be satisfied that the mere *ipse dixit* of the doctor, even based on years of observation of a child, should be sufficient to keep that child when grown up ?—I have no doubt there would be a certain section who would not think so.

2734. It would be well, would it not, to remove any unnecessary difficulty. If it is important to keep these children it is important to make it easy to keep them, is it not ?—Yes, I think it would have to be very carefully framed. It is a difficult question.

2735. Do you suggest a certificate like the certificate under the Idiots Act or a certificate that such and such a child although not being certifiable as a lunatic is unfit to earn his living and conduct himself properly in freedom—something like that ?—I should not put "to earn his living," because one knows cases where they are able to earn a living of a kind, and yet have not been fit to be at large. I said, "take care of themselves." I do not think the wage-earning test is altogether a safe test.

2736. But the wage-earning and behaviour test together—"and to behave himself properly"—ought to be sufficient ?—Yes, certainly, if it would cover it; but otherwise the wage-earning test is not altogether a safe ground to go by. I have known cases where the people have earned wages of a kind, and yet they really were not fit to take care of themselves.

2737. You know the procedure by which persons are sent to lunatic asylums, that is by a magistrate under the Lunacy Act. That is done privately, not in a police court, and even the clerk of the magistrates need not be present. It is done by the relieving officer or the police officer taking the person to some convenient place to be seen and dealt with by one of the magistrates who has judicial authority. There is no improper exposure of the individual frailty there, and there is no great injury done. Would you see any objection to that procedure being adopted for a young person of sixteen or eighteen who was sent to lifelong detention ?—Unless there was any opposition to the certificate being given for detention I fail to see why it should be necessary.

2738. (*Mr. Greene.*) I have perused your statement with great interest. I see you find a great deal of difficulty in ascertaining who is to be described as feeble-minded, and who is not. You give some illustrations on page 146, where there was a real genuine difference of opinion between yourself and the committees of Boards of Guardians as to whether particular persons were or were not feeble-minded ?—Boarding-out Committees, not Committees of Boards of Guardians.

2739. Do you find in practice that there is a difficulty in deciding whether a person should be described as feeble-minded ?—In these particular instances, of course the members of the Boarding-out Committees had not been trained as to feeble-mindedness, and what it was,

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and they rather resented, as almost a slight on themselves, that the children should be considered feeble-minded.

2740. But do you personally see any difficulty in differentiating a feeble-minded from a non-feeble-minded person?—I cannot say that I do, but at the same time I am not medical; it is from my own observation amongst children.

2741. If we are to make a suggestion for classifying children, could you give us a suggestion as to how we can direct people to classify the children that may be brought before them, as feeble-minded and non-feeble-minded?—I am afraid I could not lay down any hard and fast rule. I think it is observation. Every case varies. What may indicate feeble-mindedness in one case may be lacking in another who yet may be feeble-minded. A particular point may mark it in one child.

2742. I presume it is equally difficult to ascertain whether there has been improvement or deterioration in a particular child?—I think not.

2743. Do you find in your experience that the classification which is generally adopted by Boards of Guardians agrees with what you think should be the classification of particular children?—It depends on the different Boards of Guardians, because some do not attempt classification. I think this is really more a point for a general inspector to deal with, but my experience of the Guardians in a small Union I belonged to was that we did not classify. If the child was feeble-minded it was sent to school with the others, and if it was too bad it was kept in the workhouse. If it was not very feeble-minded it was sent out to service. I do not wish to trench on the general inspectors' province; that is their province.

2744. Do you find any difficulty amongst the people with whom children are boarded out in training them or teaching them. Do they express that they have difficulty in looking after them?—Yes, great difficulty. The average foster-mothers I have to deal with are simply country women, and it is extremely difficult for them. They may tell me that the child is not like others, that there are certain traits that mark them out from the ordinary children round them, but they do not know how to treat them in the skilled way that they want to be treated.

2745. Are they boarded out in places where there are other children usually?—Yes.

2746. What is the usual payment?—4s. a week, and £2 a year for the clothing.

2747. Is a child taken away periodically for visits to its relations?—No, unless there is any particular circumstance. I have not half a dozen cases in my district where the children go and visit their relations. As a rule, they are either orphans or deserted, and very often there are no relations or parents suitable for the children to visit.

2748. Have you noticed whether there is greater mortality amongst feeble-minded children that are boarded out than amongst ordinary children?—No, I have not; in fact I have only had two deaths in my district in three years.

2749. How many children would that represent?—I have between 500 and 600.

2750. Five hundred or 600 feeble-minded?—No, they are not feeble-minded children—all the children I inspect.

2751. How many feeble-minded have you under your inspection?—I was looking at my cases, and I found in the three years I have been inspector I have sent twelve to be returned to the Guardians—the Committee have through my advice—or to special Homes, and I think I have nine on the border line of feeble-mindedness left, out of 500 or 600.

2752. What have you done with those nine?—They are under observation. I have one girl who has developed a form of epileptic hysteria fits. The doctor has hopes that it may be merely temporary. If not, of course that will be a case to be sent for special treatment. The other cases the doctors and the Committees are keeping under observation.

2753. Where are they kept?—They are boarded out. I have one case of a child belonging to the Burton-on-Trent Union. The doctor was unable to give a certificate. The child has improved slightly mentally in the year and a half, but the case is again coming up now before the Guardians and the Local Government Board whether the child is not now to be sent to a special school if we can find a vacancy. I have several cases. I have a child boarded out under a Committee in the north of England. She is not five years of age yet. The Committee and the doctor are keeping the case under observation to see if there is improvement mentally as well as bodily. She is a border line case. The child has improved bodily since she has been boarded out. We are anxious to see whether the mental improvement may not correspond in a year or two. I had one case of a child boarded out under a Committee in the north. The child was boarded out till nearly six years old. The child stayed in a most healthy place till he was six, and the Committee decided to return him to the guardians, who, I believe, are sending him to a special school near their own home. The Committee declined to keep the child any longer than the age of six. There is not another child in the place, for one thing.

2754. They are kept for some little time under observation before they are finally treated as feeble-minded?—Not necessarily. I have been inspector three years and a quarter. Of course I have taken that subject up rather keenly, so I have interested the Committees in it doubly. This child from Newcastle that we have under observation we do not want to return until we have ascertained definitely whether it is feeble-minded or not. It is a backward case, and will probably improve very much where it is in the country under a good foster mother.

2755. What has become of the child who, after winning a prize in divinity, was testified as feeble-minded?—She was sent to service; she was so very tiresome. I am thankful to say the mistresses would have nothing to do with her. They returned her to the Boarding-out Committee. The Boarding-out Committee could do nothing with her. She was then returned to the Guardians. When I was visiting the Board of Guardians they told me they had sent her to a special Home, as I had advised.

2756. What is the special Home?—They did not tell me.

2757. You say great improvement takes place in feeble-minded children when they are placed in the country?—Yes.

2758. Is that referring to the town children?—All my children, I think, are town children.

2759. Then that only means that their surroundings are probably better than they are in their own homes in towns?—Yes.

2760. You describe as the root of the question the danger that there is in regard to the community of allowing the feeble-minded to marry?—Yes, that is the root.

2761. Is your idea that the proper course to be taken by the Government now is to deal with children first and then with adults after; that if we begin with the children we have a chance of stopping the extension of feeble-mindedness?—Yes, I think so, decidedly.

2762. That is the most pressing aspect of the case, the children aspect?—Yes.

2763. You would suggest their being brought up and certified at an early age?—Yes.

2764. I presume with an occasional review of their condition?—Certainly, I should have a review. I think at Manchester they have it every six months, but that I will not say for certain, but I certainly think every year there should be a review by a special medical man.

2765. (*Mrs. Pinsent.*) There is a provision in the Act for a review by a medical man every six months. The parent can demand it.

2766. (*Mr. Greene.*) When a person has become of full age would you say that the State should step in and have a review because the person has passed from the control of the parent. Would you consider that the State should step in and require an occasional review?—After they have been drafted on to the colonies do you mean?

2767. Yes?—I think so.

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2768. Then there would be no objection to keeping them for life if there is periodical review ?—No, I think not.

2769. You would allow them to be treated as lunatic. If an alleged lunatic wishes to have his condition ascertained he may petition the Lord Chancellor and have a lunacy inquiry ?—Yes, that might be put in.

2770. That would apply in the case of wealthy people ?—Yes.

2771. They are the only people, people whose property would be likely to be touched, who would wish for such a thing. As regards the others, they would have the right, but they would hardly wish to exercise it because, on the hypothesis, they are receiving special relief ?—Yes.

2772. When they are once under certificates do you see any objection to the fact of their being certified being made by statute a disability for marriage—in the case of any person certified the marriage should be void ?—Do you mean only those in a colony.

2773. Take those first. Would you see any objection to that ?—I think it would be a great point. Of course there would still have to be inspection.

2774. But supposing they get away from the colony or get out, any marriage by them should be void ?—Yes.

2775. You refer to marriage as being the root of the question. Do you think the protection of these young women is necessary even if marriage does not come into the question—that their morality should be protected apart from any question of marriage ?—I think the only way you can really protect them is by keeping them in. I do not see how you can protect them in any other way.

2776. You would make it, I presume, punishable and seriously punishable for any one to misbehave towards them ?—Certainly, I should make the law more stringent on that point.

2777. Do you attach importance to that as being a supplementary means of protecting these people and effecting your object ?—Yes, I think it would be very useful.

2778. (*Dr. Donkin.*) Your experience, I take it, is entirely with the boarded-out children ?—My inspectorship is, entirely.

2779. Could you say whether you think the present number, I think you said nine, that you have on your books now as being probably feeble-minded, is a fair percentage according to your experience, out of 500 or 600 children ?—I cannot very well say that. I have not had any experience before with boarded-out children. With workhouse children, I thould think the percentage would be higher. If you took 500 or 600 workhouse children, not boarded-out children, I think the percentage of feeble-minded would be higher. Our boarded-out children represent the pick of poor law children virtually, therefore it would be almost accidental if a feeble-minded child were sent to us. The Guardians as a rule do not send the feeble-minded children ; they know that the Committees object strongly, and that the Local Government Board also objects.

2780. Your statement does not at all imply that it is done at random, that they do not take the least trouble as to whether they are feeble-minded or not. ?—There is nothing in the medical certificate to stop them from doing so, but knowing our opinion and the opinion of the Boarding-out Committees on the subject, they do of course take care in sending children that they are not feeble-minded.

2781. You think they are the pick ?—Our boarded-out children I consider represent the pick.

2782. Have you had many more at any one time during the last three years on your books than nine ?—No, I should not have more than nine.

2783. That makes the percentage of the picked ones about two per cent—that is high ?—Yes.

Vide p. 147, col. 1. *ante.*

2784. Is this classification on page 3, imbeciles, dull brained children and stunted and physically inferior children, by the doctor ?—That is Dr. Herring.

2785. Do you know what particular class he means by (c) ? It would imply rather that they are imbeciles ?—He puts imbeciles into (a).

2786. I mean the "stunted and physically inferior children with depraved minds and dirty habits ?—I do not know. He did not go into it. He wrote very fully to me, but he did not explain the three classes. He then went into the causes which I did not think it was my business to put before the Commission.

2787. I was not sure whether it was your classification or not ?—No, it was his classification. He put the numbers and he classified them.

2788. Would you say with most of the children that have come before you as feeble-minded, it was easy to detect it after a short interval by yourself, or have you taken it on the statement of those who have seen more of the children. Have they been reported to you as feeble-minded ?—Sometimes the Committee have said to me, "I wish you would specially note so and so ; we are not quite sure whether he is so bright as other children." Sometimes they have not, and it has been a matter of surprise to them if I have warned them, "that child is not normal." Sometimes we have cases where there is no doubt about it. The case of the "divinity" girl, for instance, there is no doubt about. Several cases I have had where there is no doubt.

2789. It was clear from her conduct ? She had a certain amount of intelligence, but her conduct was obviously that of a non-sane person ?—Yes.

2790. (*Dr. Dunlop.*) About this "divinity" girl, I think the account you give is typical of imbecility where they have exceptional gifts in certain directions and want of gift in others ?—Yes.

2791. Does not that cover the description of the case you intended to give ?—Yes, I think it does.

2792. What are these Committees ? You have about sixty ?—They are authorised by the Local Government Board ; they generally consist of ladies, with sometimes a few gentlemen, resident in the district. The Committee cover a certain district, say three or four parishes, and ladies who are interested in the question are authorised by the Board to join the Committee and then they are responsible for the homes and the children who are placed under their care by Boards of Guardians.

2793. Who are not necessarily local ? The Boards of Guardians may be at some distance ?—Yes, for instance, I have London children in Cumberland and Westmoreland. I have Bristol children in Derbyshire. I have children from all parts. Very often it is an advantage to Boards of Guardians to send their children right away from their own Union, away from undesirable relations.

2794. Then these Committees are practically lady visitors of the district ?—They are voluntary bodies of lady visitors.

2795. Each Committee has a comparatively small number of children to take care of ?—Yes, it varies from one to forty, or even more.

2796. As regards the boarding out of children, the medical certificate states that they are suffering from no infectious or contagious disorder ?—Yes.

2797. There is nothing about normal mind or normal physique either ?—No.

2798. You say in describing the certificate in one particular case, "the doctor having felt unable to sign it ? "—That is what the Guardians told me ; the doctor felt he could not sign the certificate. The child was physically and mentally weak.

2799. The certificate has only reference to infection ?—Infectious and contagious.

2800. That is not either physically or mentally weak?—I suppose not. The child really was physically in a very bad state.

2801. And notwithstanding that the Guardians took it upon themselves ?—Yes, because they thought the country air would do the child so much good.

2802. Do you know what the doctor's opinion was ?—No, I do not meet the doctors who sign the certificates. It is only the local doctors I meet.

2803. So the child was boarded out without a certificate ?—Yes.

2804. Is that quite in order ?—No, not at all.

2805. Did you report that ?—Yes.

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2806. Was any action taken?—They begged so hard to be allowed to leave him. Of course the Board wrote down about the matter and the matter is coming up again for the Guardians' consideration. We have written about it.

2807. Your duty when you find a weak-minded child boarded out is to report that at once, I suppose?—Yes, I report on every child I inspect, so that it comes in my report.

2808. If you find that they are weak-minded that is a reason to draw special attention to their case?—Yes.

2809. But the whole number out of the picked children that are boarded out is comparatively small?—Yes.

Vide p. 146, col. 1, *ante.*

2810. You speak of an opinion given by the Education Department. What do you mean by the Education Department; is it the central department or the Local School Board?—I should have said the Board of Education. It was obtained through one of the Inspectors. I sent the case to him, and he sent it up, and the minute was passed, and he sent it down to me.

2811. It is a finding of the Education Board?—Yes.

2812. Do you understand it?—I think so.

2813. I had considerable difficulty in doing so?—It wants the context to explain it, about the special hours. It seemed to me that to send a child to school and then give the child an extra hour's teaching in addition to the ordinary school curriculum would fatigue the child and do the child more harm than good. The teacher expressed her willingness to give an hour's extra teaching a day, so I thought if the child could go at three o'clock, say, to five instead of two to five, it would be better for the child. It was in that sense that they passed this minute.

2814. I do not think the minute says that such would be approved, it puts it in the negative. It is not an approval of the scheme?—It does not imply disapproval.

2815. But it does not imply an approval does it?—I think the fact of passing such a minute would imply that. They say, "Provided the child made the minimum time required by the code for an attendance, *e.g.*, such a child might come at three and leave at five."

2816. They say, I do not see why the Inspector should not approve. That is not expressing their own approval is it? It is very ambiguous?—Yes.

2817. Then they add on to that, a "fear." They do not express any opinion; they wind up, "The question whether the guardians could give any extra remuneration is one for the Local Government Board." Again they do not commit themselves?—No.

2818. In fact the whole thing is exceedingly vague, and of very little assistance?—Yes.

2819. You record a case of boarding out with a very eccentric, if not mad, foster mother. Who is responsible for the choosing of the foster mothers, the Guardians or the district Committee?—The local Committee. They choose the homes, because they are on the spot and know about them, and it is they who are to be responsible for them.

2820. Coming a little further on in your evidence, let us turn to Tommy Turner's case (p. 146). How did you happen to come across this boy?—I was up at Bradford meeting the lady Guardians and discussing boarding out with them privately, and the Chairman came to see me in regard to the children, and we were talking about the feeble-minded and what they were going to do at Bradford for them, and he quoted this case to me. Then I wrote to him, as I thought it was rather interesting, and he sent me the particulars of it. I put it in really to show that wage earning is not a test whether a person is feeble-minded or not.

2821. Do you happen to know if that boy ever misbehaved himself and went to prison?—No; I think they would have put that in.

2822. What happened to his certificate?—I cannot tell you.

2823. He was certified for the best part of twenty years, and because he got one day's leave the certificate lapsed?—I cannot tell you anything about that.

2824. May I ask if the expression you use at the very end of that paragraph, "but he has bought a dog," contains any suggestion which you would like to explain?—No, none. The only thing is that the Chairman met him and he looked very prosperous. He asked if he had been married, and he said no, and he looked at the dog. He had got a very smart dog.

2825. It was rather a proof that the boy was doing well outside the workhouse?—I think it was.

2826. As regards the present powers of detention, you are quite of opinion that they are insufficient to meet the case?—Quite insufficient.

2827. That is from the practical aspect?—Yes.

2828. Have you any experience of getting these children certified as idiots?—No, I have none.

2829. You have never had a case refused?—Yes, indirectly. A member of a Board of Guardians wrote to me. I had been over their workhouse and seen an imbecile girl. I went over the workhouse the next year to see the children, and I saw this girl, and it appeared to me she had deteriorated considerably. I was speaking to the clerk about it, asking whether something could not be done to get this girl into an idiot asylum. The question had been brought up before the Board of Guardians, and they applied to the Western Asylum, who said they would take her (of course, on a medical certificate). The medical certificate was so unsatisfactory owing to family history that they declined to take her. They said she was unimprovable (so the clerk of the Guardians wrote to me).*

2830. They refused this particular case on account of the family history?—This is what the clerk told me; the case is unimprovable and the child is still in the workhouse.

2831. As an ordinary inmate?—Yes.

2832. You are aware of the fact that Guardians do keep idiots and imbeciles, extreme cases—let them remain uncertified in workhouses?—I will not say "extreme cases." I have seen cases.

2833. Cases which you could readily recognise as being decidedly imbecile?—Yes, I know workhouses where that is done partly owing to the difficulty of getting them into lunatic asylums. The lunatic asylums are so full that there is great difficulty, and unless a person or child is actually dangerous the Guardians keep them in workhouses—in the country workhouses I am speaking of—I do not know about towns so much.

2834. So as a matter of fact the certification of a case depends much more upon the accommodation and convenience than upon the form of lunacy or idiocy; is that so?—I have not considered that.

2835. It depends upon what the convenience of the Guardians is, upon what they can do with the child, whether they have it certified or not, in plain English?—I think so.

2836. As regards discharge from these Homes, do you know the pauper class outside the boarded-out class? You have been a Guardian?—I have been a Guardian. Wherever I go I am very much interested in the type generally, and I make enquiries. I meet a great many workers one way and another.

2837. I daresay you have come across cases discharged from asylums or imbecile homes partially recovered, or not recovered?—No, I have not.

2838. Your opinion is, when once they go there they are efficiently taken care of?—Of that, again, I have no experience. I have merely been over the Royal Albert. I have, of course, been over Homes for the feeble-minded, but I have not been over lunatic asylums. When I was a Guardian, I never went on to that Committee.

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* Extract from letter referred to, from Clerk to St. Asaph Union:—"A letter was read from the Secretary of the Western Counties Idiot Asylum, Starcross, Exeter, stating that the Committee had carefully considered the application for the admission of Lily May Deed, and they were of opinion that there is not sufficient evidence that the girl possesses the requisite initial intelligence to derive benefit from the system of training adopted in the institution."

2839. I was rather talking about cases quite outside the asylum, living at home, partially recovered lunatics, or unimproved imbeciles. Do you meet many of those after they have been discharged ?—Not after being discharged. I have met those living with their parents at home, who have never been to an asylum.

2840. Not discharged ?—No.

2841. As regards the question of the marriage of the weak-minded, have you studied that at all closely ? For instance, what percentage of the parents of the weak-minded children are feeble-minded ?—I have not gone into that. When we have boarded out children we know nothing of the family history. We are merely given the name, the age and the union to which the child is chargeable. That is all we have to go upon. Then we go and inspect. I have none of the family history sent to me.

2842. Do you know if these family histories are kept in the workhouses ?—I believe they are, if they can obtain them. Sometimes there is considerable difficulty in obtaining them. A certain number of children are deserted.

2843. In those instances where it can be obtained, do you think there is a genuine endeavour to get the family history ?—A great deal depends on the Relieving Officer, who in the first place brings the case in. I think they would get them as far as possible.

2844. There is nothing compulsory about it ?—I think so. There would be a question of settlement coming in. If a person comes on the rates, they must get the history, for settlement.

2845. Enquiry for settlement is one thing, and enquiry into the medical history of a child is another thing. —They would not go into that.

2846. (*Mr. Burden.*) I take it you would be in favour of establishing separate institutions for dealing with the feeble-minded generally ?—Yes.

2847. Would you deal with persons of all ages in one institution, or would you prefer to see different institutions established, one for children, say, and another for adults ?—I think we want them for children and adults separately; the adults should be quite separate from the children.

2848. You are in favour of keeping them quite distinct ?—Quite distinct.

2849. You spoke of Miss Dendy's colony, which some of the Commissioners have seen and approved of. Is that conducted as a voluntary institution, or is it more municipal ?—It is both. People subscribe and also the bodies sending children pay.

2850. How would you establish your institutions to meet the need of dealing with feeble-minded children and adults—through local authorities, or in some such way ?—I think through the local authority, the County Council, I think.

2851. Under inspection from some central authority ? —Yes, I think that would be necessary.

2852. In answer, I think to Mr. Byrne, you said you did not approve of voluntary institutions ?—No, I had not considered the question.

2853. Supposing something were done in the way of establishing institutions under local authorities, you would not suggest closing such places as the Royal Albert or Miss Dendy's institution ?—Oh dear, no; there is practically enough work for all.

2854. You would like to see them side by side ?—Yes.

2855. You think it would be an advantage to have them going together ?—Yes, because you might have a certain class of person who would want to send their children into some of the Homes we know for feeble-minded girls, whereas they might not care to send them under a county authority. There will always be room for the voluntary Homes if they will exist after the change.

2856. To that extent you would be in favour of voluntary effort being continued ?—I cannot say I am in favour of it. I think it has met the case so far, and it has led the way for a change, but I doubt if they will be able to continue if the State steps in. I think they find it very difficult now, many of them, to manage.

2857. You think there will be financial difficulty ?—Yes, and, of course, the question of detention again comes in.

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2858. That could be met, and it is met now under the Inebriates' Act ?—Yes, they would have to come under inspection, I take it ?

2859. Do you think there would be any hardship in sending the children from one part of the country to another part ?—No.

2860. You have not found it a hardship sending children into Cumberland ?—No. Of course, those children are orphans or deserted, so the question of visiting by the parents or relations does not come in.

2861. Do you think there would be a possible difficulty ?—No, I think not. We have lunatic asylums now. Very often patients have to be taken from one side of the county to the other to the lunatic asylum. I do not see the difficulty. I think with many of the parents it would be a good thing if you had the children away; and a good thing for the children.

2862. It would be almost better to send them to a distance than to keep them at home ?—Possibly.

2863. (*Mr. Chadwyck-Healey.*) I rather gather that your opinion is that in the case of certification of a child for the purpose of detention you would think proper to override the parental authority ?—I think I should.

2864. In case some sort of appeal should be given from the opinion of the medical officer, backed up by the school authority, do you think it would be possible to use, for the purpose of the appeal, a permanent Board ?—I am afraid I have not thought of the question.

2865. (*Mrs. Pinsent.*) Would you tell us the name of the asylum that refused the child because of the family history ? —The Western Asylum; but I should like to make perfectly certain of that. I will write to the clerk of the Guardians and ascertain. I have the letter, but not with me in London. I will ascertain definitely. I should not like any error to occur. *

2866. It has not been your experience that it is hard to get idiot children into idiot asylums ?—It has not come within my province.

2867. Have you had any experience in trying to get imbecile or idiot children into asylums by collecting votes ? —No, but I have had experience in trying to get these children into feeble-minded Homes. I sent round in January applications to the different Homes. In the appendix (*vide p.* 148, *ante*) you will see the great difficulty there is in getting these children into the homes.

2868. The vacancies are so few ?—The vacancies are so few and far between. The demand far exceeds the supply.

2869. That is the voluntary system ?—Yes, the voluntary system to my mind has failed now to meet the question.

2870. We were speaking about the Epileptic and Defective Children Act being made compulsory, and also that certain amendments would be necessary. Would you include in the amendments one which would make it necessary for the education authorites to provide a certain amount of boarding school places for children ?—Yes, I think that certainly should be part of the amendments dealing with the Act.

2871. Otherwise there is the necessity of boarding out defective children near the special day classes ?—Yes.

2872. That is done, is it not, to a considerable extent— the boarding out of children in order to go to a special day class ?—There are boarding out committees under certain education authorities. I only had experience with one, and that was in a private capacity. I was invited by a member of the School Board at Leeds to go with her. She was going round visiting the homes and she asked me if I would care to go round with her, which I did purely in a private capacity. But there are other boarding out committees in connection with special classes. I have not got the returns by me.

2873. I have known cases where the Guardians themselves have boarded out feeble-minded children in order that they may attend a special day class. Has that come within your knowledge ?—No, only this one Committee.

* See foot note, p. 152.

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2874. To return to the Epileptic and Defective Children Act, there is another compulsory power which you would introduce, I understand, that is the power of compelling parents to send their children to a boarding school; is not that so?—If it was found that the home was such that the child could not receive proper care and attention.

2875. Or that the day school was insufficient?—Yes.

2876. Then you would have compulsory power?—Yes.

2877. As in the case of the deaf and blind?—Yes.

2878. In fact you would extend the provision of the Deaf and Blind Children Act, to include other defectives?—Yes.

2879. You do not see any hardship to the parents in compelling them to send their defective children to a boarding school?—None at all.

2880. Any more than you do already in compelling them to send their blind and deaf children to boarding institutions?—No. I think the opinion of the teachers and those engaged in the work is, that with those children who live at home and attend the special schools, the holidays make a great difference, they do not improve then (in fact it is a retrograde movement in the holidays), and also that the home does undo to a certain extent all that the children learn in school; therefore sending them to boarding schools would be far and away the best for them.

2881. Have you any experience yourself of the parents of the mentally defective—I suppose not?—In visiting amongst the poor as a Guardian, I came across cases. I name one at the beginning of my statement, and I have come across others.

2882. I see that you say in your evidence that you think it would be desirable for the Committees of Management that they should be required to appoint some women. Could you enlarge on that a little bit? These I take to be Boards of Management for the new suggested colonies?—Yes.

2883. If they came under the County Councils they would not naturally have women?—Not naturally.

2884. Not unless some special provision was made?—I think it is very desirable. There will be certain questions arising in regard to the children in respect of which we want women to be on the Committee to help the men. I think it is very desirable we should have some women on.

2885. Does not that apply to Committees of Management of lunatic asylums as well?—I cannot offer any opinion on that.

2886. I do not think there are many women on those?—I do not know about it. Points do arise.

2887. If the Guardians were the authority who deal with this, women would naturally be included?—Not naturally. I forget how many Boards of Guardians there are on which there are no women Guardians. Unless you have boards of Guardians who have women Guardians representatives it would not follow that there would be women on the Boards of Management. Even if there were women Guardians it does not follow that they would be put on the Committees.

2888. (*Chairman.*) There is one point I want to clear up, that is as regards the numbers of these children. I think you said of the 500 or 600 children you inspect about nine are on the border line?—Yes.

2889. I suppose some of them may recover. They may not necessarily be feeble-minded?—Not necessarily.

2890. The reason I asked is this: if those were feeble-minded, that would make it from 1½ to 2 per cent., out of superior children, who are feeble-minded. Is it your opinion that the percentage is so great as that?—I have never gone into the percentage.

2891. In your statement Dr. Herring says the percentage in the case of boys is five-eighths. That is very much lower?—Yes. That is Dr. Herring in regard to Atherstone and the number there. Of course I may have had more feeble-minded children sent out just in these three years than the other inspector may have had in the time she was working before me. It is a little bit difficult to get the percentage. Of course mine are picked children, and it does seem a high percentage.

2892. You have not gone sufficiently into the figures really to say how much the percentage would be?—No. I think it would be difficult to tell, until we have a systematised medical inspection of all school children, how many there are feeble-minded.

2893. That you wish to have done?—I believe it would be an excellent thing.

TWELFTH DAY.

Monday, 27th March, 1905.

PRESENT.

The Right Hon. The EARL of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq.; M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
MRS. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

T. H. FISCHER, Esq., K.C., called; and Examined.

T. H. Fischer, Esq., K.C.

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2894. (*Chairman.*) You are one of the Masters in Lunacy?—I am

2895. Would you tell us how long you have been Master in Lunacy?—Since October 1896.

2896. You have sent us this statement of your evidence. Would you be willing to let us enter it on our notes?—By all means. I should explain, perhaps, that that first part of it was written at the request of my friend Mr. Chadwyck Healey before I knew he intended to have me up here, and before I knew the terms of the Commission under which you sit. I then saw the terms of the Commission and I added those suggestions which follow the latter part of the statement.

2897. Is there anything you wish to add to it yourself before the Commissioners ask any questions?—There are two or three suggestions about changes in the Lunacy Law, but they are very technical, and I do not know whether you would care to have them. Certainly the change I suggest about the judge is more important than ever from this fact, that since the Act of 1891 was passed, the Lord Chancellor and the Attorney-General have brought in seven Bills one after another at different

times to put the whole of the work of the Judge in Lunacy upon the Masters. For reasons which are to me inscrutable, they have not succeeded in passing a Bill, and the result is a divided jurisdiction between the judge and the Masters which leads to various inconveniences.

MEMORANDUM BY T. H. FISCHER, ESQ., K.C., ONE OF THE MASTERS IN LUNACY.

LUNACY LAW.

The Judge in Lunacy.

The custody of the persons and estates of lunatics is vested in the Sovereign, who by Sign Manual delegates to the Lord Chancellor and the Judges of the Court of Appeal the performance of this duty, and they are empowered by the Lunacy Act, 1890, to exercise the jurisdiction under that Act of the Judge in Lunacy. The Lord Chancellor and the Master of the Rolls, however, seldom take part in the exercise of the lunacy jurisdiction, but the Lord Justices act in turn for a period of six weeks each.

A very large portion of the jurisdiction relates to the management and administration of the estates of lunatics —the word "lunatic" in the Act means "an idiot or person of unsound mind."—(Section 341.)

By the Lunacy Act, 1891, it was enacted that, subject to rules in lunacy, the jurisdiction of the Judge in Lunacy as regards administration and management might be exercised by the Masters, and that every order of a Master in that behalf should take effect unless annulled or varied by the Judge in Lunacy.

The effect of this enactment was to relieve the Judge in Lunacy of the greater part of his duties under the Act of 1890, and to put them upon the Masters, that is, to make the Masters Judges instead of ministerial officers.

An application for an inquisition as to whether a person is of unsound mind and incapable of managing himself and his affairs is made by petition addressed to the Lord Chancellor; the applicant is generally a relation, who is required to make out a *prima facie* case for an inquiry. If the Judge in Lunacy is of opinion that such a case is made out, he orders an inquiry to be held by the Masters or one of them. The alleged lunatic may demand a jury, but it is for the judge to determine whether the demand shall be complied with or not.

In the great majority of cases of alleged lunacy it is not necessary to obtain a greater amount of control over the person of an alleged lunatic than is indirectly obtained by the power of the purse. There are, however, some cases—such, for instance, as cases where alleged lunatics have homicidal or suicidal tendencies—when it is necessary to have a direct control over the person, and in such cases an inquisition is resorted to.

When a person has been found lunatic by inquisition it is usual to appoint a Committee of his person, and a Committee of his estate, but one person is sometimes appointed to both offices.

In Receivership cases, however, under Section 116 of the Lunacy Act, 1890, no Committee of the person is appointed; property only is dealt with.

The question at the inquisition is, whether or not the alleged lunatic is of unsound mind and incapable of managing himself or his affairs; but if it appears that the alleged lunatic is of unsound mind so as to be incapable of managing his affairs, but that he is capable of managing himself, and is not dangerous to himself or others, it may be so specially found and certified.

When this special finding is come to by a jury, it is not necessary, unless in the discretion of the Judge it appears proper to do so, to make any order as to the custody or commitment of the person of the lunatic Section 108 (3). It is difficult to see how a person of unsound mind, who is incapable of managing his affairs, can be capable of managing himself. Medical men are perhaps not the only men who say that a man cannot be insane on one side of his head, and sane upon the other; and it has been found by experience that when a jury arrives at this "special finding" the Judge, in the exercise of his discretion, has constantly found it necessary to appoint a Committee of the person.

Inquisition cases are diminishing, and Receivership cases increasing in number every year. By the 116th Section of the Lunacy Act, 1890, a summary method is provided for the administration of the property of an alleged lunatic with as little interferance with personal liberty as possible.

The cases dealt with under this section are more numerous under Subsections C, D, and E than under Subsections A, B, and F.

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The former only need be dealt with here.

Subsection C applies to every person lawfully detained as a lunatic, though not so found by inquisition; "lawful detention" means detention under a Reception Order made by the judicial authority mentioned in the Act. The Order is founded upon a petition, and two medical certificates.

Subsection D applies to every person not lawfully detained, and not found a lunatic by inquisition, with regard to whom it is proved to the satisfaction of the Judge in Lunacy that such person is, through mental infirmity arising from disease or age, incapable of managing his affairs. The liberty of a person to whom this subsection applies is in no way affected, he is not detained by law, but free; and the language used is so comprehensive that it is considered to extend to every case of unsoundness of mind from the congenital idiot to old persons suffering from senile decay.

Applications under this subsection are steadily increasing; it works beneficially in many cases, but there are some cases which cannot be worked under it.

Subsection E applies to what are called "small property cases," where a person is of unsound mind, and incapable of managing his affairs, and his property does not exceed £2,000 in value, or his income £100 a year.

Very large powers of management and administration of the properties of lunatics are conferred by the Acts of 1890 and 1891 upon the Judge in Lunacy and the Masters into the details of which it is not necessary to enter here; and the costs of all proceedings are in their discretion and may be charged upon the estate of a lunatic, or alleged lunatic, or such part thereof as the Judge thinks fit.

Suggestions.

1. The lunacy jurisdiction is exercised over idiots, lunatics and persons of unsound mind, including under that term, imbeciles, epileptics, and cases of imperfect development.

2. The property of persons who "through mental infirmity arising from disease or age are incapable of managing their affairs is by statute (the Lunacy Act, 1890, Section 116, Subsection D) placed under the protection of the Judge in Lunacy, but these persons are not lunatics, and the proceedings in their cases are not taken "In Lunacy."

3. The expression "persons of unsound mind" includes idiots and lunatics, and extends to some persons who are neither idiots nor lunatics, but it has been adopted by the legislature and acquired a legal meaning; the expression "feeble-minded or defective persons" is a popular one, and needs to be defined, unless it is to be left to acquire by decision a definite meaning.

4. It will be convenient to consider the cases mentioned in the Commission, first with reference to the person, and then to the property, of the individuals refered to.

5. In by far the great majority of cases in lunacy adequate control over the person is obtained indirectly, that is, by directions as to the application of an individual's property, and direct control by a committee of the person, is not necessary.

6. The same means would probably produce the same result in the case of "feeble-minded or defective persons;" they certainly do so in "subsection D" cases, that is, cases of persons who through mental infirmity arising from disease or age are incapable of managing their affairs.

7. As to what should be done when persons of the classes under consideration have little or no property, is a problem, as to the solution of which many persons are better qualified to express an opinion than I am, but suitable work or occupation might lighten life to many, while their earnings were used to add to their comfort or to diminish the cost of their maintenance.

8. A considerable number of what are called "small property cases" are dealt with in lunacy under Subsection E. of the 116th Section of the Lunacy Act 1890, which relates to persons of unsound mind, whose property does not exceed £2,000 in value, or yields an income of more than £100 a year; and in some of these cases, namely, those in which the property does not exceed £700 in value, or the income does not exceed £50 per annum, lunacy fees and percentage are remitted; but the cost

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of lunacy proceedings in small property cases is heavy on the poor and might be diminished by a lower scale of authorised charges in certain cases.

9. The extent to which it is necessary to interfere with the liberty of the subject as to person or property depends upon the particular circumstances of each case, and must in a great measure be left to judicial discretion; and this leads to the consideration of the question by whom the law effecting the objects of the present inquiry should be administered. I think there is no necessity to create a new tribunal for the purpose, but that an extension of the Subsections D and E to feeble-minded or defective persons would be effectual and inexpensive. The language of Subsection D is very comprehensive, and extends to every case of unsoundness of mind, from the congenital idiot to aged persons suffering only from senile decay—but it may be extended to other persons not at present within its scope. I would suggest that the restrictive words "arising from disease or age" be struck out, and the words "or defect" substituted, and that power be given to appoint a guardian of the person when necessary or expedient.

Subsection E might be amended in like manner.

10. If these suggestions are adopted, a substantive addition will be made to the work of the Lunacy Department, and some changes in it will be necessary. It has at present about as much work as it can do. Two Masters have some 3,580 cases on hand and have to administer and manage the properties of as many persons—some of whom are no doubt poor—but many are rich to an extent that is very little known—the work in the office has been steadily increasing for many years, and there is no prospect of any diminution of it at present. The Department is, however, self-supporting, that is, the money earned in it by fees and percentage, after paying the salaries of the Masters and Visitors and their respective staffs, leaves a considerable surplus. Instead of a Lord Justice who sits in his room once a week during a period of six weeks after four o'clock, and a long day in court, a High Court Judge, as in the Probate Divorce and Admiralty Division, who will give his whole time to his duties, is needed in the Lunacy Department, especially if additional work is to be put upon it.

THOMAS H. FISCHER.

20th March, 1905.

2898. (*Dr. Dunlop.*) I think the most practical of your suggestions is No. 9, which amounts to this: that Subsection D. of Section 116 should be modified so as to include weak-minded persons?—Yes.

2899. I see you take the view that subsection D is very comprehensive. You describe it as very comprehensive? I do.

2900. Some of your definitions puzzle me, and I should like you to explain them a little?—I take it a lunatic is defined as a person of unsound mind. The Act of Parliament defines a lunatic as "an idiot or person of unsound mind."

2901. Then a person of unsound mind is a lunatic?—Yes. The expression "unsound mind" certainly includes a lunatic and many others besides. Epileptics are persons of unsound mind.

2902. Will you give me the general term which includes all?—It has been used in Acts of Parliament for a great many years, certainly as far back as the Fines and Recoveries Act 1833. They use the three expressions: lunatic, idiot, or person of unsound mind.

2903. The last section of the Act, the definition section, defines a lunatic as a person of unsound mind?—As an idiot or person of unsound mind.

2904. So a person of unsound mind is a lunatic?—Yes.

2905. That is a truism?—Yes.

2906. There is no gainsaying that?—No.

2907. And every person of unsound mind is a lunatic?—It is a question of degree. It has been said that there is an invisible line that divides the sane from the insane, and that every human being is upon one side or the other of that line. There may be persons of feeble mind or weak mind whom the law would not hold to be lunatics or idiots.

2908. The unsoundness of mind to constitute lunacy is qualified, is it?—It is a question for a judge or jury in each particular case. I do not think it admits of definition in so many words. Each person believes his own mind to be sound, and that is the standard by which he judges another's mind. If you address a lunatic he will say to you, as a lunatic has said to me, "I am not mad, it is you that are mad"; he judges you by the standard of his own mind.

2909. Unsoundness of mind is a very comprehensive term?—It is.

2910. It is independent of the cause of the unsoundness of mind, is it not?—Yes.

2911. Absolutely?—Absolutely.

2912. Your Subsection D limits that?—Subsection D, as it now stands, limits it to persons who "from mental infirmity arising from disease or age are incapable of managing their affairs." It seems to me that that definition can be expanded by striking out the words "arising from disease or age" and substituting the words "or defect"; so that it would read "from mental infirmity or defect are incapable of managing their affairs." It seems to me that net would bring in all the large class of persons you wish to comprehend in it.

2913. Quite so. But I will come back to the original point; Subsection D applies to a limited class of persons of unsound mind?—That is a limited class.

2914. So as a matter of fact instead of being more comprehensive than the general term "lunatic," it is less comprehensive, because it is limited?—No; it is limited to a class of persons whom it is not desirable to make lunatics. There is a great deal of feeling in these cases. People will not take proceedings to make their relations lunatics. I had a gentleman with me on Friday who was going to part with £60,000 rather than take proceedings in Lunacy to have his father found a lunatic.

2915. That does not affect the question whether his father is or is not a lunatic?—No, but his father is at this moment under Subsection D. I have the management of his property.

2916. You do not agree with my reading of subsection D, that it is less comprehensive than the definition in the Act. The definition in the Act seems a great deal wider?—I think the two definitions are quite independent of each other. The persons who come within Subsection D are not made lunatics, and are not intended to be made lunatics.

2917. I am not talking about the making of the lunatic, but the class who might be dealt with?—I think there are many people coming within that section who would not be found lunatics. I think it would be cruel to hold a man to be a lunatic who at an advanced age was suffering from senile decay.

2918. To put the legal stigma upon him?—No, not the legal stigma; that is popular prejudice.

2919. Is not the whole thing based on popular prejudice?—It is a thing one has to struggle against very much. I take it lunacy is mental disease, as distinguished from physical disease. I should no more call a man suffering from lunacy suffering from any stigma, than I would a man because he had smallpox.

2920. But the definition of lunatic is so very wide—any person of unsound mind is a lunatic. This is limited to persons who are of unsound mind through disease or age, consequently the second is rather less comprehensive than the first?—You use the expression "lunatic," as applying to a person suffering from mental infirmity arising from disease or age; but I think the words are used purposely to prevent that term being applied to them. I do not know whether you know the history of that section.

2921. No?—It is in Lord Selborne's life. It is simply this: When the list of Mr. Gladstone's second government was formed, Lord Selborne noticed that Lord Cardwell's name was not in it. Upon enquiring of Mr. Gladstone why Lord Cardwell's name was not there, he was told by Mr. Gladstone and Lord Granville, that unfortunately Lord Cardwell was not well enough to manage his own affairs and could not be trusted to manage the affairs of the nation. But nobody suggested that he was a lunatic. Lord Selborne then sat down and drafted Subsection D. It was his work, although it was passed some years afterwards when Lord Halsbury

was Lord Chancellor. The intention was not to brand Lord Cardwell as a lunatic, but to put his property under the protection of the Judge in Lunacy.

2922. Even although his mind was unsound and he was suffering from mental disease ?—Yes.

2923. If Subsection D were applied to paupers would it give any power at all ?—No, it would not apply to paupers —to people who have some property; sometimes very small, about £1,000 or less. Then you are obliged to spend it by taking the income with a part of the capital until the capital is exhausted. You may keep a person for a few years. You are very lucky if you can look forward for five or seven years and make it last as long as that. That is one class of case.

2924. This recommendation would not affect the treatment of the classes without money ?—No, that is beyond me. I do not pretend to say what is best there.

2925. Taking advantage of your legal training, would you have any objection to my asking a question on Section 6 of the Lunacy Act ?—Not at all.

2926. You will notice there the examining justice has to consider the statements in the application and the evidence procured by the medical certifier. Does that section purposely omit the medical certifier's opinion ?—Those medical certificates embody and express the doctor's opinion and the facts upon which that opinion is founded.

2927. And that Section 6 makes it incumbent upon the justice to consider both the facts, as stated, and the doctor's opinion ?—He certainly ought to. It comes before me very often. I always have to look at the reasons for the opinion expressed. I do not blindly adopt the opinion, but look at the reasons upon which it is founded.

2928. (*Mr. Chaawyck Healey.*) Your proposal to enlarge Subsection D would only give power, as I understand it, to deal with a person's property. It would give no power of detention ?—I have suggested that a guardian of the person could be appointed, if you look at the conclusion of paragraph No. 9: "and that power be given to appoint a guardian of the person when necessary or expedient."

2929. I was going to ask whether Section 116 and the following sections only apply to cases where property is to be administered, and do not deal at all with the custody of the person ?—They do not deal with the custody of the person at all.

2930. Could you see your way, at all, by an amendment of the Lunacy Act, to deal with feeble-minded people, say beginning at the age of sixteen, without property, for the purpose of detaining them ?—The question is whether you would attempt to educate them or whether you would attempt to employ them.

2931. You admit them up to sixteen in schools. After sixteen, supposing there were some place like a colony, or some establishment where they could be received, would you suggest that there is anything in the Lunacy Act which by a little amendment would enable that to be done ?—I do not think there is, I think it would require new legislation.

2932. Assuming that class to be a fairly large one, do you think that they could be dealt with by the Lunacy Commissioners or should they be dealt with by some other central authority ?—I have a personal interest in that. I think the Lunacy Commissioners are very hardly worked. I do not see how it is easy to get more work out of them. Speaking for the Masters I think we are very hardly worked, and I do not see how more could be done. Personally, I work from ten till four in the law courts, and I always have a couple of hours' work after I get home before dinner time, and that for a man who is no longer young is pretty good hard work.

2933, That would suggest that there should be some other department who should be responsible for that class of business. Could you suggest any existing department ?—The Masters could not do it, and I daresay any Commissioner would tell you the Commissioners could not do it. No doubt you are aware that there are three distinct bodies who are engaged in the administration of the lunacy law: the Masters and their staff, the Visitors and their staff, the Commissioners and their staff. The Lunacy Act contains a clause enabling the Lord Chancellor to amalgamate these three distinct bodies. I do not know why that amalgamation has not been effected, or whether the Lord Chancellor thinks that it is not expedient, but the power is in him to amalgamate either two, or the whole three, if he will. I think it is Section 337.

2934. But I do not understand that you would be of opinion that even if that amalgamation took effect, the amalgamated body would be the proper body to deal with this new class ?—No. Your proposal is, I think, a very benevolent and proper one, to extend the protection of the law to one or two more classes of people who are very much in need of it. Then the question is whether you must not increase the staff that has to deal with that addition.

2935. What I was leading up to is this: if you are of opinion that the lunacy authorities as at present constituted, or possibly altered. might not be able to undertake it, whether you would think the Home Office or the Local Government Board or some other body created *ad hoc* should undertake it ?—I am sorry to say I know very little about the Home Office and still less about the Local Government Board.

2936. (*Dr. Needham.*) With reference to Subsection D do you think you could omit the words "arising from disease or age" and leave it "through mental infirmity incapable of managing his affairs" ?—"Mental infirmity or defect."

2937. Do you think that would embrace this class about which we are enquiring ?—I think so.

2938. That applies only, as Dr. Dunlop has pointed out, to the class of persons who are able to pay for their maintenance. It would not affect the pauper class ?—The words are comprehensive enough to include them, but the jurisdiction would be a different jurisdiction because you must have some property to go upon. It is like the jurisdiction of the Court of Chancery; it is said it extends to all infants, but unless the infant has some property, the court can do nothing.

2939. But that would be comprehensive enough, and not improperly, from the point of view of the relations who are dealing with the feeble-minded who belong to the property class. You think that ?—It would include people who have very small properties.

2940. Quite so, as the 116th Section does ?—Subsection E does; people who have small properties; and it might lead to relatives coming forward to assist. There are a few cases where the means are very limited, and the relatives come forward and undertake to assist—voluntarily give an undertaking. There are cases where they say, "I will maintain the patient during his life, but give me a charge on his property in case of his death." It is only fair that they should have it, I think. I have known a case where the only property belonging to a poor creature was a field producing £3 a year. A relative came forward and made it up to £25 or £26 a year and kept him going and is keeping him going still.

2941. Do you think it desirable that the Visitors who have to look after your chancery patients should have the control or visitation of this new class. I am speaking now of the paying class ?—I think they could not be visited by more able men than they are.

2942. At present you are aware, under Section 116 patients are not visited by Visitors ?—A great many of them are. The Masters can always put a patient on to the Visitors' list, and I put a great many persons on the Visitors' list.

2943. That involves, I suppose, their being visited by two sets of Visitors; by the Visitors of the court of Chancery and by the Commissioners in Lunacy ?—The case of Sub-section C does involve that, therefore I very seldom ask Visitors to visit cases under Sub-section C. The cases under Subsection D are visited by Visitors because they are not visited by the Commissioners.

2944. They are not certified ?—They are not certified.

2945. With regard to a question Dr. Dunlop asked you, I should rather like you to enlarge, to a certain extent. You are aware, of course, that the term "lunatic, idiot or person of unsound mind" is a very old description ?—Yes.

2946. Much older than the 116th Section ?—A great deal.

2947. A vast number of years older than the 116th Section; and since that definition was initiated changes have

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taken place in the law in other directions with reference to, for instance, idiots. Idiots are no longer lunatics. The Idiots Act has declared them not to be lunatics?—The old definition is that an idiot is a person who never had a mind. The lunatic is a person who has had a mind but has lost it.

2948. Is not it your opinion that it would simplify matters very much for this purpose, and other general purposes of lunacy administration if the term "person of unsound mind" were the only term used as a comprehensive term which embraces everything?—It is a term which embraces everything.

2949. Do you think it would be desirable to use that only—The other terms have been used for several centuries in English law and it is very difficult to get rid of them. I think if you were to enact that the term "person of unsound mind" should include lunatics and idiots, and so on, you would still find in documents and in judgments, the old expression used, "lunatic" and "idiot."

2950. (*Mr. Byrne.*) I notice you state in your memorandum that Sub-section D applies to persons with regard to whom it is proved to the satisfaction of a Master that they are in such and such a mental condition. By what machinery is it proved to the satisfaction of the Master?—By affidavit evidence.

2951. Not necessarily including a medical certificate?—It is almost always affidavits of medical men.

2952. But they are not couched in the form of a certificate—they are more in the nature of a description of what the doctor observes?—They are a detailed history of the cases from which you arrive at the conclusion that they are persons who from mental infirmity arising from disease or age are incapable of taking care of their affairs. I will give you an illustration. To-morrow I have to deal with the case of a man twenty-one years of age last January. He has got about £11,000 a year and a title, and estates and large sums of money. I have had before me, which I have read, the affidavits of two eminent medical men, one of them giving a detailed history of the case from birth up to the present time, and the conclusion that one has to draw is whether the case is properly to be dealt with under Sub-section D, or whether it is not a case for an inquisition. There are cases where it is very necessary to have an inquisition to protect the man from the evil-minded who would plunder him of his property, or from the very few creatures that there are, called women, who would marry such a creature for the purpose of getting his property, and only for that purpose.

2953. The case which you have mentioned is one of large property and important interests. There are other cases in which the property would be small and the interests are not so widespread. In cases of small property, fairly clear, do you ever act simply on an affidavit from solicitors or relatives supported by a descriptive affidavit of a single doctor who has, perhaps, seen the patient only once?—No, not upon an affidavit of a doctor who had only seen him once. I should not think of doing that. Sometimes you get an affidavit from a doctor who has known the patient a great many years, probably from birth, and who can tell you all about it. Then you do not want a second affidavit. It is always desirable to save expense in what are called "poor cases."

2954. Every now and then you consider that a case should be referred to a jury. On what ground do you think a case should be dealt with by inquisition rather than by yourself?—The law gives the alleged lunatic a right to demand a jury and the Judge in Lunacy has to consider whether the application is a reasonable one, or obviously made by a person incompetent to know whether it is for his advantage or not. If the alleged lunatic demands a jury it is generally granted and the question is submitted to the jury. The Master or presiding judge sums up the case to the jury, and the verdict is the verdict of the jury, and not his own judgment upon the case.

2955. Inquisitions are extremely rare, are they not?—Very rare.

2956. Can you tell us, roughly, how many per annum?—Only about forty a year.

2957. I am surprised that there are so many?—I have a great many this year—they vary.

2958. Forty is not the average number, is it?—I think if you take the average of the last five years you would find it came to about forty.

2959. The number of Inquisitions being so few it is fairly clear that a large number of people of mental infirmity allow you to deal with them without demanding a jury?—Yes, they are wholly incompetent to demand a jury.

2960. I want to ascertain the class of people, from a mental point of view, whom you get. You decide many cases yourself. You say the bulk of them are incapable of even asking for a jury. Is that because they are so profoundly mentally infirm as to be almost idiots?—It arises from this fact that the relatives of the person will not take proceedings until the case is very clear. It is a painful thing to take proceedings against your father or mother or brother or sister, and relatives will not take proceedings. The great majority of cases which come before the Judge in Lunacy or the Master in Lunacy are cases where it is only too plain that the person is an afflicted person.

2961. You rarely or never get cases in which the mental defect is not immediately visible?—Very rarely. The cases that are contested before a jury are very rare.

2962. That is the point I wanted to bring out. If your suggestion in paragraph 9 were carried out, namely to apply Sub-section D of Section 116 to persons who are incapable, from mental infirmity arising from defect, as well as other things, to manage their affairs, you told Dr. Needham that that would immediately introduce a larger number of people to your jurisdiction?—Yes.

2963. And they would emphatically not be people who would allow the matter to go by default. They would ask for juries pretty quickly would they not?—I do not think so. It would be a question of evidence and I do not think they would be entitled to demand a jury.

2964. I want to find out how it works practically. Have you ever had cases which solicitors have brought before you in which you have been compelled to decline jurisdiction on the ground that the mental infirmity does not arise from disease or age, but from congenital defect?—Yes, I have had such a case. Curiously enough the case that I mentioned just now is a case, I have to deal with it to-morrow, and I doubt whether I can deal with it under Sub-Section D.

2965. On legal grounds?—On legal grounds.

2966. Is that legal fact commonly known among solicitors who deal with such cases. Do you have many cases brought before you in which the infirmity arises from congenital defect and not from disease?—No, more from disease than from congenital defect.

2967. Supposing a person was suffering from mental defect all his life arising from infantile disease, how would you interpret that. Would you take that on?—Yes, cases of that kind.

2968. The only cases you would exclude are the congenitally defective?—No, persons may become defective; the development of the brain may be arrested by something that occurs in infancy. I know a case now. There was a healthy child for the first three years, and the doctor who attended it all along says, owing to an accident, or something that occurred when the child was four years old, the development of the brain was arrested and it has not gone any further since. It is perfectly imbecile now.

2969. Would you consider that a case of mental infirmity arising from disease?—Yes.

2970. You would take jurisdiction in that case?—Yes.

2971. If the stoppage of the development of the brain had not been due to any infantile ailment but from causes taking effect before, or at birth, you would have to decline jurisdiction, because it would not be a case of illness?—I do not follow the question. I should think that the question that the man has to deal with is whether there is existing, when the matter comes before him, that defect of mind which prevents a person from managing his or her own affairs. That is the whole question. In order to solve that question, it is very important to have the history of the case, but in many cases you cannot get it. You have simply to deal with the bald facts before you.

2972. My questions are directed to trying to find out the number of defective persons who would be brought within your jurisdiction, if your suggestion were carried out?—I cannot answer that question. I really do not know how many hundreds may be brought within the definition. The net is thrown, as you see, very wide in order to include all who need protection.

2973. The net would be thrown wide, you mean, if your suggestion were adopted?—Yes, that suggestion does throw the net wide. If it can be thrown wider, by all means throw it, but those are the terms which occur to me after a good deal of reflection on the subject.

2974. It is a most admirable suggestion. I am only trying to elicit what would be the precise effect of it. At any rate, it would only affect people who had property of some sort?—Yes, it would be very difficult to operate in the case of people who have nothing.

2975. But you would agree, on general grounds, that people who have nothing, but who are in the same unfortunate position, should be dealt with?—They must be dealt with.

2976. If people are poor and are defective in mind they are known to the Educational and Poor Law authorities, as a rule. It has been suggested to us that such persons should, when their condition has been ascertained by the Education authority, be detained afterwards, permanently if necessary, if they were not fit to go into the world, and it has been suggested that no order of a magistrate or other authority should be made with respect to them, but that they might properly be detained merely on a medical certificate procured on the motion of the Educational authority. Do you think that would be a desirable and proper way of detaining people of defective mind?—I think it would work fairly well in most cases, but there is much room for improvement after sixteen. The brain is sometimes developed at a much later age than that. We have heard that clever boys make dull men and dull boys make clever men. There may be great changes take place after sixteen.

2977. That would point, in your mind, to some process of reconsideration?—If they were once under Government supervision you could trust the Commissioners, or whoever the body might be, to deal with the cases as they arise.

2978. You would see no theoretical objection to the course which has been proposed to us?—No, I see no theoretical objection.

2979. There is one other question, that is, about the persons with regard to whose properties you make orders under Section 116. That does not affect their personal freedom in any way?—No.

2980. Of course they have properties under your control. Do people like that often make, or attempt to make, contracts?—Very rarely. I can remember two cases in eight and a half years—not more than two.

2981. Their position becomes known in the neighbourhood?—Yes, tradespeople will not trust them.

2982. No doubt difficulties have often arisen on a large scale with respect to the property and behaviour of the people with whom you deal before they are brought before you?—Yes.

2983. Have you had many cases of squandering of property or foolishly dealing with it?—Yes.

2984. Does that exist to a very large extent?—No, not to a large extent, because if there are any relatives they generally take care to interfere as early as they can. But I have known a recent case where a man was born to £12,000 a year, and when an enquiry was held upon him at Brighton within the last month, he had not got £1,200 a year left. All the rest had been squandered in various ways.

2985. Can you tell us in general terms how that arose? Was it because he had no friends or relatives interested enough to look after his property, or was it because he defied them?—He was a weak-minded individual who fell into the hands of designing persons who plundered him in various ways, got charges upon his property and money out of him.

2986. Probably without any breach of the law?—They were too sharp for that; they kept clear of the law.

2987. Do you think that the existing law is adequate to protect the interests of persons not yet certified to be lunatics who are weak in the head, and who make contracts and purchase and sell property?—Unfortunately, I cannot say that it is, because you do occasionally come upon a case where people do extravagant things, and then they are brought under your care. For, instance I have had a case lately where a man with £600 or £700 a year went and took three plots of land for the purpose of developing them, and agreed to pay a ground rent of £1,035 a year, leaving his wife and four children to starve. I was obliged to take proceedings to make that gentleman a lunatic. I could not deal with him under Sub-section D.

2988. You could not deal with his person under Sub-section D?—I could only deal with his property under Sub-section D. But I thought it necessary to direct proceedings in lunacy to make that man a lunatic.

2989. So as to control his actions?—So that he could not make contracts.

2990. What is the law on this point; if a person is a lunatic and he enters into a contract with a person who does not know that he is a lunatic and who perhaps finds him in a lucid interval, in a moderately reasonable frame of mind, and does not observe that he is a lunatic—does that contract stand?—It does according to existing law.

2991. Do you think that law is flawless in its effects?—I do not see how you can alter it, because the man who makes the contract is an honest man dealing straightforwardly, not conscious of the fact that the person he is dealing with is a person suffering from mental infirmity. You must protect the honest man as well as the lunatic.

2992. And it would be an injury, very often, to the honest man to put the parties back into the previous position?—Yes.

2993. That could be done sometimes without injury?—Yes.

2994. Would you recommend any change in the law, or do you think it would be impracticable to amend it at all?—The law on that point has lasted for a great many years. I do not see my way to amend it. Of course where there is any dishonesty on the part of the person who is making the contract, you can get relief; but it would be hard to make him suffer when he is acting honestly, because the person with whom he is acting is a person of unsound mind.

2995. What happens to a person whose property you are managing under Section 116, if he makes a contract of an injurious kind?—It works in this way: the property of the person is taken under the protection of the court. If he has personalty, money, stocks or shares, it is brought into court in the name of the paymaster; it is in the protection of the court. Then a person who recovers judgment against him cannot touch it, he has to apply to the Judge in Lunacy for relief, which relief will not be given until the lunatic is properly maintained.

2996. You sometimes appoint a receiver?—Every day of my life I appoint one or two; sometimes more.

2997. When a receiver is appointed, does he take possession of the title deeds of the alleged lunatic's property? What steps are taken by the receiver as a rule to prevent the lunatic making a fool of himself?—As far as title deeds are concerned they are generally at a banker's, or we send them there, subject to the direction of the Masters, and they are never interfered with except by an order from the Master. They cannot be touched. We could not possibly take the title deeds of all the lunatics that are under the Lunacy jurisdiction, we have not got a building big enough to hold them. I am not aware of any case where the title deeds have been got at or interfered with in any way.

2998. You think with regard to persons whose property is under your jurisdiction, no amendment of the law is required in the matter of their contracts, their purchases and sales?—I do not think that it is necessary. They may enter into a contract, but if the person with whom they contract can get no redress, people abstain from entering into contracts of that kind. If a man who has got a judgment attempts to levy an execution, he is ordered to withdraw by the Judge in Lunacy, and out he goes. He gets nothing by it.

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2999. Supposing a person is under your jurisdiction, and you have got possession of and are administering all his property for his benefit, and his wife and family's benefit, and he makes a contract not relating to his property in your possession, but say a contract at large to purchase and develop an estate, which is absolutely foolish and ruinous, but not so obviously foolish and ruinous as to make it a void contract, does that contract stand?—There is no effective remedy. The contract is not void, but it would be no use suing and recovering damages when you could not enforce your judgment against a man's property.

3000. There is no specific protection beyond that as regards people under your jurisdiction?—No. I think as the world goes on now the protection which the court gives is effectual in ninety-nine cases out of 100. There may be a case where it is not. I have never known a lunatic deprived of his property whilst he was under the protection of the court in consequence of any contract that he made.

3001. But as regards the persons who are mentally infirm from defect and do not, at present, come under your jurisdiction, you think there are a good many cases in which they are swindled?—I do not know about that; I cannot speak of cases which do not come within my line of vision. I should imagine that this change in the law would bring a very large class of persons under the jurisdiction of the Judge in Lunacy. I suppose that it is the intention that it should.

3002. (*Mr. Greene.*) Is it an expensive matter to obtain an inquisition and have a person declared lunatic?—That depends upon whether it is a contested case or not. In an uncontested case it is no more expensive than the expense of obtaining a receiver.

3003. Could you give me an idea?—About £30.

3004. It might run into anything which the ingenuity of lawyers and the pugnacity of clients chose to run it into?—Yes, any amount.

3005. I take it it is only people who are fairly well off who attempt to get protection through an inquisition of the lunatic?—I think many people do not apply for protection under an inquisition because they find it enough for their purpose to obtain a receiver to protect the property.

3006. A receiver under Section 116?—Yes, Section 116 has driven the old inquisitions out of the market.

3007. What is the object, then, now in having an inquisition at all?—In some cases it is very desirable to protect the person's property by depriving him of the power of contracting, and in some cases it is desirable to protect the person from being able to marry.

3008. I think under the 15th of George II. cap. 30 it was the law that a person who had been found lunatic by inquisition could not marry?—Yes, the marriage was void.

3009. That statute I think was repealed by the Statute Law Revision Act 1873, but before that occurred 51 George III., cap. 37 had extended the original law to Ireland, and it is now the Statute law of the land that a person found lunatic by inquisition cannot marry—the marriage is void?—Yes.

3010. We have had a good deal of evidence here as to the desirability of limiting the capacity of feeble-minded people to marry. Do you think it would be objectionable for there to be something short of having to have an inquisition in every case—some proceeding through the Commissioners in Lunacy whereby that prohibition against marriage should be given to feeble-minded people—something short of an inquisition costing £30.—I do not know whether it is desirable. It is certainly very desirable that weak-minded people should not marry, but how it is to be done except by Act of Parliament I do not know.

3011. I am suggesting, as the upshot of this Commission, an Act of Parliament. I am suggesting whether you see any objection to an Act of Parliament being passed that would provide that a person who had been once, twice or thrice certified as imbecile should be unable to marry, just as though he had been found lunatic by inquisition?—If Parliament would agree to it.

3012. Take the case of a vagrant female tramp. It would be nobody's interest to find £30 for her to have an undisputed inquisition before you, and yet people would wish her to be prevented from marrying. Would not the suggestion I make to you be a practicable one?—I think you can judge on that point for yourself very well. It is a serious question to interfere with the right of men and women to intermarry.

3013. Are there any cases of persons who are found lunatic by inquisition who are able to go about their business, or are they always kept in restraint?—I am not aware of any case where people found lunatic by inquisition are able to go about their business. In some shape or other restraint is necessary. Some are perfectly harmless and some are desperately dangerous. It is difficult to lay down a general rule.

3014. Their freedom of action is in some way controlled, invariably?—Yes, in some way.

3015. Do you think it would be possible in any way to make Section 116, the appointment of the guardian of the property, available in small cases through the County Court, or some local Court, so as to save throwing it all upon the Lunacy Commission in London?—I very much doubt whether it would, because in most County Courts the County Court Judges are pretty hardly worked.

3016. That is only the matter of appointment of County Court Judges; we could add to their number, or increase their salaries?—Then they are not familiar with the subject as the Lunacy officials are, and they would find it extremely difficult to deal with it.

3017. I am only assuming cases of small estates, under £2,000, for instance?—I should be very glad to be relieved of some of them. We have a great many small estates to deal with, and, curiously enough, they often give quite as much trouble as large estates—dealing with £2,000 or less, instead of many hundreds of thousands of pounds.

3018. Section 116 gives no power to anybody over the person of the patient?—No, no direct power.

3019. So that a person may have an order affecting him under that section, and still be free to go about and marry, and, so far as the public are concerned, there would be no knowledge of the defect?—If a person is under certificate, if there is an order of the Judge in Lunacy, it is generally pretty well known—first in the family circle, then soon beyond it, and so it gets to the public. It is not a secret; there is no secrecy about the proceedings. I think it would be very much better if they were all in public instead of being held in a room. If the revelations of the Divorce Court are not objected to I do not think that revelations that come out before the Judge of Lunacy can be objectionable.

3020. You suggest, I think, in your statement that a power might be given to appoint a guardian of the person where necessary or expedient under your remodelled Section 116. What sort of person do you suggest should be appointed a guardian?—A near relative.

3021. What powers would they be armed with to act as guardians?—There must be power of control; it must not be mere nominal guardianship.

3022. What would you suggest?—Dealing with questions of residence and things of that kind.

3023. Power to arrest and re-arrest. And, as you must have that power, is there anything like it in law which exists now which we could take as an example of what powers you would arm the guardian with?—During infancy. It is a mere extension of the period up to the age of twenty-one. There are well known powers of guardians, and it is merely a continuance of those powers when the twenty-first birthday is passed.

3024. You would give no statutory power, but would in fact extend it as though the age of twenty-one had not been reached?—The question is whether you would leave it to the Judge in Lunacy or the Master in Lunacy to take such powers as the particular case may require. There are cases where a person might very easily put an end to his or her life if not properly taken care of. You require more extensive powers there.

3025. Would you see any objection, in trying to carry out your suggestion in clause 9, to the head of a labour colony, for instance, where there are a large number of feeble-minded people, being appointed guardian of all

who are under his care?—I do not see any reason why he should not. He has much the same authority over a colony as the head-master of a big school has over the boys under his tuition.

3026. Your suggestion would work out very simply if the head of such a colony were declared by statute to have all the powers of a guardian over an infant?—I think there should be some judicial authority to appoint the guardian. In the case you suggest the court would almost as a matter of course appoint the head of the colony. He would be the very best man to put there.

3027. If the head of the colony were to be appointed to be the guardian of all the persons in the colony, the matter would work out very simply indeed?—I did not contemplate that. I contemplated the appointment of a guardian in each individual case. I did not propose to put the colonel at the head of the regiment.

3028. But when you have got the certification in each case, the certificate could nominate the head for the time being of the colony?—It could be done, no doubt.

3029. That would accomplish your wish?—Yes; he would probably be the best man for the purpose.

3030. To carry it one step further; when we have got the feeble-minded into the colony, guarded by the head as the allotted guardian of each separately, would you see any objection to the same disabilities attaching to the patient on a certain residence in it as would attach to a person found lunatic by inquisition. The disability to marry is a statutory disability for a person found lunatic by inquisition, and I suggest whether a certain period of residence under this guardian appointed as the head of the colony would not be quite sufficient to justify the same disability attaching to the patient as if he had been found a lunatic?—The question is one of expediency. Is it wise to enact such a disability, taking things as they are, because you must not assume because a person has been in an asylum for a certain term that he will continue in all his days. Every now and then you meet with cases of a very extraordinary nature, and just as the disease comes upon persons unexpectedly, it sometimes leaves them quite as mysteriously.

3031. That suggests the next point I have to put, which is, what are the steps which the person has to take, and can take, who has been found a lunatic, if he wishes to be restored to freedom?—To present a petition asking for a supersedeas. That is addressed to the Judge in Lunacy. He generally sends one of the Lord Chancellor's visitors to report to him the condition. The petition is supported by evidence, generally medical evidence, that the person has recovered. The visitor gives his report and the Judge converses with him and considers the case as to whether his mental powers are sufficiently restored to justify his being restored to entire liberty. It rests with the Judge to determine whether the proceedings shall be superseded *in toto* or in part only.

3032. Can you tell us what that costs in a simple case?—No, I cannot say I could give you an estimate of that; it is very small; it is the expense, chiefly, of the medical evidence. A great deal depends upon the interview between the patient and the Judge.

3033. Does that involve the employment of solicitors and legal expenses?—It is very desirable that it should, because it is just one of those cases where they would save expense.

3034. Has any person a right to be heard against the supersedeas?—Yes, the committee of the estate or his solicitor can attend and oppose the application.

3035. Could not a simple proceeding be adopted in the case of people with no property where it is only desirable to give people the benefit of control over them?—The cases that one has to deal with in the Lunacy Department are generally cases of very wealthy people.

3036. Are there many supersedeas cases in the course of a year?—No, very few. There are cases where receivers have been appointed, and then after a while the patient gets better, and applies to discharge the receiver. That is done quietly at a cost of £10, altogether.

3037. (*Dr. Donkin.*) I should like to ask a few questions on the subject that Dr. Dunlop was asking about The word "lunatic" I take it is a legal term? You regard it as a legal term, not a medical one?—Doctors would object to that; they use it very freely.

3038. But the word "lunatic" in the Act of Parliament is always regarded as a strictly legal term?—I cannot say that it is. It is a common English word. *T. H. Fischer, Esq., K.C.*

3039. When it says in the Act that a lunatic is "a person of unsound mind or an idiot," it means that the word "lunatic" shall mean persons of unsound mind or idiots?—I think it means, badly as it is expressed, all the three—lunatics, idiots and persons of unsound mind, which, speaking as a lawyer, to my mind speaks of three classes of persons, although one of them, "persons of unsound mind," comprehends the other two. 27 Mar. 1905

3040. You refer to the definition which states a lunatic shall mean a person of unsound mind or an idiot?—Yes.

3041. If "lunatic" is defined as "a person of unsound mind or idiot," it would not follow from that that all persons of unsound mind were lunatics or idiots. That is what I particularly want to bring out because I understood from Dr. Dunlop he thought the terms were strictly convertible?—I think the expression "unsound mind" comprehends a lunatic and an idiot, and includes some other persons who are not lunatics or idiots.

3042. Supposing we leave idiots out of the question for the moment. Would you say that in law the terms "lunatic" and "person of unsound mind" are convertible?—They are convertible. The lunatic is a person of unsound mind. A person of unsound mind, very generally, is a lunatic; not always. Things of this kind are really incapable of definition. It is like the broad question: Who is of unsound mind? There is that invisible line that separates the one class from the other. In every instance the individual judge or the jury have to determine on which side of the invisible line the particular person is.

3043. I was not attempting to ask the definition of lunacy, but merely what is meant by the term "lunatic." I take it to be a technical term of very wide connotation. It is a technical legal term. What I want to get at is, if it is as wide as you say, is there any reason why some persons of unsound mind who are not now habitually or even often dealt with under the Lunacy Act should not be dealt with under it as it stands?—Your question assumes what is not correct, because persons of unsound mind are constantly dealt with under the Lunacy Act.

3044. But there are many who are not, such as the feeble-minded persons we are speaking of. I want to know whether they could be dealt with without an alteration of the law?—No, I think the very object of this Commission is to extend the law and bring within it persons who are entitled to be protected.

3045. Would the difficulty that you see, or the reason that you give for saying that they should not be dealt with be because the Courts would not be satisfied, and would not certify—they would refuse the legal certificate?—You must deal with the cases as they come before you individually. You cannot generalise. I daresay you know about inebriates. That would not come within this Commission at all. Take Subsection D we have been speaking of, mental infirmity arising from disease or age. Take the case of an habitual drunkard, what people call a dipsomaniac—I tried in an extreme case to hold that a person like that, who denuded herself of all her property and beggared herself outright, a horrid drunkard, came within the definition of suffering from mental infirmity or disease, but the Lords Justices would not have it. They said: "No, this is mere drunkenness; this is not a case within Sub-section D," and did not take my view of the case at all. I am quite aware that there is special legislation for inebriates, and they say: "No: that is a case of drunkenness; it does not come within the Lunacy jurisdiction at all, it is outside altogether." So I take it if you were to alter the law as suggested here you would not touch the case of inebriates. It is a very ineffective statute, but so it is. It is a disease, I take it; alcoholism, doctors call it; they administer medicine for it, and treat it as a disease, yet some excellent friends of mine say, speaking judicially, they do not know what a dipsomaniac is.

3046 It is very commonly stated by medical men and by others that a large number of people who are pretty obviously incapable of taking care of themselves, and are dangerous, are quite uncertifiable. Speaking of my own experience, there are a large number of convicts now who are practically mad to all intents and purposes,

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but they are said to be uncertifiable. I want to know whether you think that a large number of people might be certifiable if the law were interpreted a little more generously than it is now, without alteration of the law. Do you think, in other words, that those who are now certified under the Lunacy Act include all the people who might legally be certified?—Doctors are afraid to certify in many cases for this simple reason: actions have been brought against them, and they have had damages given against them for large amounts. Juries take a strong feeling against a professional man and give a verdict against him without scruple if there is any doubt about it. just as they do against a railway company, but it must rest upon the doctor who has to determine whether he will certify or not.

3047. You think as a matter of fact they would not certify—they would not stretch it?—They are afraid to. They won't certify in a case which admits of doubt; they must be satisfied in their own mind that the person is of unsound mind before they will give a certificate.

3048. A judicial authority would also be very backward in doing it?—Yes.

3049. (*Mr. Dickinson.*) What are the powers of detention that a Committee of the person possesses?—An order is made by a magistrate authorising him to receive and detain A. B. He keeps A. B. in his house, and is responsible for his safety.

3050. Any Committee of a person can interfere with the personal liberty of the lunatic as long as the lunatic is a lunatic found so by Inquisition?—The Committee of the person has charge of the person as distinguished from the property, and is responsible for the safety of the person. For instance if he wants to go abroad the Committee of the person applies to the Master for leave to take A. B. abroad for three months, two months, or whatever it may be. He has permission given him to do it and undertakes to bring him back within the jurisdiction when required. To remove a lunatic out of the jurisdiction without permission is contempt of Court, and the Committee would be sent to prison for doing it if he did it wilfully.

3051. And the Committee himself has all the powers of mechanical detention?—Yes.

3052. With regard to the marriage of a lunatic, a lunatic found by Inquisition cannot enter into a contract of marriage?—No.

3053. That only applies to the cases of lunatics who are under the care of a Committee, I suppose?—All lunatics whether they are under anybody's care or not. The Act of Parliament incapacitates them from contracting marriage—lunatics so found by Inquisition.

3054. But the ordinary lunatic that is in the asylum is incapacitated from marriage by the mere fact that he is shut up there. I want to get at the extent to which this law about preventing them marrying is operative—what number of persons, and what class of persons?—Very few.

3055. It is practically only those lunatics who have been found lunatics by Inquisition and are left under the care of some proper people?—Any contract of marriage entered into is simply a nullity.

3056. But the moment they are no longer found by Inquisition, the moment you have released them, can they marry?—No, I think that is a question of law entirely, whether the mental condition of the person going through the ceremony of marriage was such at the time that he was incapable of entering into a solemn contract of matrimony. If he was not, the ceremony is a nullity. But if the person knows what he is about, and intends to marry, then it is a good marriage.

3057. Then it is not simply the class of persons who have been found by some authority to be lunatics who are prohibited from marrying, it is anybody who is a lunatic?—No, the Act of Parliament says certain persons—that is to say lunatics so found by Inquisition—shall be unable to marry; the ceremony is a nullity. Putting aside those persons altogether, there may be other persons, in whose cases the ceremony of marriage is gone through, and if one party to the contract has no mind, and does not agree to the terms of it, does not know what it all means, there is no marriage. The ceremony is a farce.

3058. Is not that the case, that it is only lunatics who have been so found by Inquisition that are prohibited from marrying?—No, the Act of Parliament applies to lunatics so found by Inquisition, but unhappily there are many other lunatics not so found by Inquisition.

3059. And they can marry?—No, they cannot—not if they are lunatics.

3060. (*Mr. Greene.*) Here is the Act that is in force.

3061. (*Mr Dickinson.*) It says "From and after the expiration of ten days after the passing of this Act in case any person who has been or at any time hereafter shall be found a lunatic by any Inquisition taken or to be taken by virtue of a Commission under the Great Seal of Great Britain or the Great Seal of Ireland respectively, or any lunatic or person under a phrenzy, whose person and estate by virtue of any Act of Parliament now or hereafter shall be committed to the care and custody of particular trustees, shall marry before he or she shall be declared of sane mind by the Lord High Chancellor of Great Britain or Ireland or the Lord Keeper or Lords Commissioners of the Great Seal of Great Britain or Ireland for the time being or such trustees as aforesaid or the major part of them respectively as the nature of the case shall require, every marriage shall be and is hereby declared to be null and void to all intents and purposes whatsoever." That is limited to two classes, the class of lunatic who has been found a lunatic by Inquisition and the lunatic or person under a phrenzy whose personal estate shall be committed to the care and custody of particular trustees?—That may be limited to the two classes but I take it that if you took a lunatic out of an asylum and led her to the hymeneal altar and went through the ceremony of marriage, and she had no mind at all, it would be a farce from beginning to end; there would be no marriage, because one of the two parties was unable to contract.

3062. By the Common Law?—Yes.

3063. (*Mr. Chadwyck Healey.*) Supposing the other party did not know she was of unsound mind, and took her in a lucid interval?—I have not had occasion to consider that. I take it in order to make a contract you must have two minds agreeing on a particular point.

3064. You told us a little while ago you might have an honest man and a lunatic contracting?—That was a question of altering the law in favour of the lunatic to the prejudice of the honest man; the law is that a contract made by an honest man is enforceable.

3065. (*Mr. Dickinson.*) My mind was turning more to the question of lunatics as we know them ordinarily. The ordinary lunatic in the asylum, the moment that he is released by the Committee can marry, and can legally marry?—Yes.

3066. Only you would say if he was at the moment that he married so bad that he could not be taken to be capable of contracting, that would affect the question?—Yes.

3067. (*Mr. Greene.*) It is a question of fact for a judicial decision in one case, and in the other case a question of the statute.

3068. (*Mr. Dickinson.*) Those classes of persons specially legislated for in the Act have greater difficulties in contracting marriages than the ordinary inmate of an asylum?—In one case the Act of Parliament makes the marriage a nullity, in the other case you have to get a decision that the person was incompetent at the time to enter into the contract—a contract of any kind, whither it is a contract to buy a horse, or a contract to marry.

3069. But the marriage of those people who have come under the care of trustees or have been found by Inquisition is null and void?—Null and void without any decision.

3070. Would there be any objection to extending it to other lunatics?—I have not considered the question. It is hardly fair off-hand to give an opinion, but I do not think at first blush that there is any objection to extending it to that class of person.

3071. Now may I ask with regard to Section 116. I take it Section 116 and all the subsequent sections only come into operation when there is property to manage?—Section 116 applies to property.

3072. Who is it puts you in motion?—Generally a relative comes forward, sometimes the wife takes out a summons with respect to her husband, sometimes it is the other way on.

3073. Must it be somebody outside?—No, any relation or friend. I have had cases where friends have come forward and asked for the appointment of a receiver; they have done it because there are no relations, or no relations that are known to them.

3074. Can the Court act upon its own initiative. Suppose the police brought it to the notice of the Court about a man wasting his substance, could you take any action, or are you bound to wait until somebody applies?—It is no use attempting to act if there is no property.

3075. But I am speaking of cases where there is property?—There is an individual called the Official Solicitor who is put in motion directly. He would be directed by the Judge in Lunacy to take action.

3076. What is precisely the difference between Subsection E and Subsection D. I notice that Subsection D says to every person not so detained, that is to say, not detained as a lunatic and not found a lunatic by Inquisition, with regard to whom it is proved to the satisfaction of the Judge in Lunacy that such person is, through mental infirmity arising from disease or age incapable of managing his affairs. Subsection E, to every person with regard to whom it is found that the person is of unsound mind and incapable of managing his affairs, and his property does not exceed £2,000 in value or his income £100 a year?—One is intended to apply to what are called small property cases and the expenses are less.

3077. Does not E apply to lunatics?—Yes, it says so—'proved to be lunatics."

3078. That is the difference; in the case of those persons with small property they must be proved to be lunatic; in the case of persons of big properties they need not be proved to be lunatic?—Yes, the distinction is a broad distinction between lunatic and persons you do not wish to brand as lunatics. Sub-section D are cases where you purposely avoid branding a person as a lunatic. You speak of, not lunacy, idiocy, or unsoundness of mind, you speak of mental infirmity arising from disease or age. You want to avoid bringing that person within the lunacy jurisdiction—that is D.

3079. Then I do not understand why there is inserted into E this additional restriction that the person must be a person of unsound mind?—I cannot tell you when it was inserted. That is a very old distinction. E is an old jurisdiction. D was invented much later and interposed between C and E. One was intended to deal with persons who are not to be made subject to the jurisdiction in Lunacy; the other to poor lunatics—lunatics having small estates; small-property cases, is the correct term to apply to it.

3080. What additional power does it give you to that which you have over all lunatics?—It does not give any additional power; it is a less expensive proceeding, that is all. The professional charges are less; the Lunacy Commission is not levied, in certain cases the fees are remitted. You make it easier for them. In poor cases the percentage is not levied and the fees are not payable.

3081. That really is all the difference?—Yes.

3082. There is a section in the Lunacy Act which gives the County Court jurisdiction?—Yes.

3083. In what cases does the County Court judge come in?—I have not the section present to my mind, but it is limited in amount.

3084. Yes, when the property is less than £200. Do I take it that the County Court judge has precisely the same powers as the High Court has?—No, he has the specific powers which that section gives him and no more.

3085. Those are powers to appoint a receiver, are they not?—No, I think not. He can only deal with the small amount of property there is. It is sometimes brought into Court and doled out.

3086. You say that the procedure now is much more under the receivership system than under the Inquisition?—Yes.

3087. Under the receivership system have you a power to detain the person?—No, I have nothing to do with the person; I merely appoint a receiver. As a rule it is a receiver of income. If there are capital sums of money belonging to patients, you bring them into Court, they are secured there and you appoint a receiver of the income and give him directions how much to apply for maintenance, how much to pay in the shape of allowances to members of the family and so on. *T. H. Fischer, Esq., K.C.* 27 Mar. 1905.

3088. In all those cases you have no powers over the person at all?—No, no direct power. I cannot put him into a strong room and lock him up. If it is necessary to have powers over the person you must resort to proceedings in Lunacy, and make them lunatics. There are some poor creatures you are obliged to put into padded rooms and some poor persons you are obliged to take care of because they would commit suicide if you did not. There you want control over the person.

3089. Practically you have found the control over the purse is sufficient?—In ninety-nine cases out of 100.

3090. You only deal with persons who have property, but I think you said that there are a number of cases in which you have to deal with persons who have very small property and you have found it necessary to exhaust their capital?—You have to maintain them. If a person has got £2,000 which, invested in Consols, produces £50 a year, and £50 a year is not sufficient for his maintenance, you must supplement that by taking from capital every year, and in course of time the capital disappears. You make it last as long as you can.

3091. What do you do with people at that moment—what steps do you take when a person's property is exhausted?—He must go on the rates.

3092. Do you take steps to have them sent to the pauper lunatic asylums?—No, there is an order made which directs the allocation of the income and part of the capital until it is exhausted. Then the receiver has no more to receive; the matter is left there. The master or judge does not know when that precise period of time arrives, and sometimes these poor creatures are turned out of the asylum when they ought not to be. They ought to be handed over. One poor man was turned out of the asylum and he thought it was all my doing and he was very anxious to take some drastic measures against Master Fischer to bring him to justice and the result was he was obliged to be locked up.

3093. He was turned out of a private asylum?—Yes, and came to the Law Courts threatening to "do" for me.

3094. Are any of your patients turned out of Poor Law asylums because many of them have small property of their own?—No. Every now and then we have a case coming from the Poor Law asylums, but they are generally cases where the paupers come into property, and they are taken out of the Poor Law asylum and put on to the private side; it is an improvement.

3095. (*Mr. Hobhouse.*) Upon this point that you have raised in No. 8, you say that the cost of lunacy proceedings in small property cases is heavy on the poor, and in No. 10 you tell us that the department is self-supporting, and that the money earned by fees and percentages leaves a considerable surplus?—Yes.

3096. Would it be possible to reduce the fees by trenching on the surplus?—In paragraph 8 I was speaking of the fees that are paid to the department. As a rule in all cases where the properties are poor the fees are altogether remitted. We have power to do that. The master is entrusted with that power.

3097. What happens to the surplus?—I cannot tell you except it is a matter of common knowledge that the administration of justice costs a certain sum, and the country provides about one-third of that amount; the rest of it is provided by the percentage and charges paid in the different Courts. Some of the branches, the County Courts, pay what we consider handsomely, because they are collectors of debts to large amounts. The Lunacy Commission pays its way and leaves what I call a handsome surplus—£9,000 last year. That is all absorbed in paying the salaries of High Court Judges and other great people.

3098. (*Dr. Needham.*) Was not there at one time a large fund called the "suitors' fee fund," which accumulated to

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a vast extent?—"The suitors' fund," not "the suitors' fee fund."

3099. Did not that accumulate to a large amount?—Millions.

3100. What was done with it?—The Law Courts were built with part of it, and there are many millions still there.

3101. That I understood was all derived from fees paid by patients?—No; money was paid into Court and never taken out of Court.

3102. Was not there a fund which was derived from the payments of patients or percentages, as is now the case, and has not that accumulated into a considerable fund?—I really do not know.

R. BRAYN, Esq., M.R.C.S., L.R.C.P., L.S.A. called; and Examined.

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3103. (*Chairman.*) You are Medical Superintendent of Broadmoor Asylum?—I am.

3104. Would you tell us how long you have been Medical Superintendent?—Nine years.

3105. Have you any objection to putting in the notes of your evidence as part of our proceedings?—Not the slightest.

3106. Would you like to add anything to it?—No, I do not know that I have anything to add.

EVIDENCE PROPOSED TO BE GIVEN BY R. BRAYN, ESQ., M.R.C.S., L.R.C.P., L.S.A., MEDICAL SUPERINTENDENT STATE CRIMINAL LUNATIC ASYLUM, BROADMOOR.

There is a not inconsiderable number of individuals at large who are either (often both) intellectually or morally defective, but who do not come within the scope of the existing lunacy laws. These weak-minded persons frequently display vicious and criminal propensities, and are not only a cause of constant worry and anxiety to their friends and relatives, but frequently a source of danger to the public.

The difficulty met with in endeavouring to place them under restraint arises from the fact that in many cases the intellectual defect or derangement is so slight that the medical examiner is not able to elicit any "facts indicating insanity" during a personal interview, as is now required by the Lunacy Acts. In these cases the mental defect is manifested in acts and conduct rather than in words, and perhaps the only fault that can be found with the intellect is that it is unduly influenced and controlled by the morbid propensities, instead of governing and controlling them. When the morbid propensities are criminal in character the individual is really a public danger, but at present there is no effectual means of adequately dealing with him until he brings himself within the scope of the criminal law—like the savage dog he must be permitted to have at least one bite before he can be declared to be dangerous.

In cases of serious offences against the person the majority of these feeble-minded criminals are found on trial "guilty but insane"; are ordered to be detained during His Majesty's pleasure, and therefore become "criminal lunatics"; but in cases of minor offences against the person and offences against property, they are usually sentenced to a term of imprisonment and (when sent to prison) classified and treated as weak-minded criminals.

The following cases at present in Broadmoor Asylum, are submitted as examples of feeble-minded persons with whom the existing statutes appear incapable of adequately dealing.

1. A. B. W., aged seventeen years, had an excellent home, but commenced stealing and obtaining goods by false pretences at school. He was placed under the care of a medical man who kept a private asylum for feeble-minded boys, but in consequence of his repeated escapes and the trouble he gave, he refused to keep him any longer.

In March, 1901, he was certified insane and admitted into a lunatic asylum, but was discharged the following May.

In October, 1901, he was charged with obtaining money by false pretences and was handed over to his father on the understanding that he should be again placed under restraint. He was then re-admitted into the same asylum and was transferred from there to another (private) asylum the following February (1902), but escaped in the same month. In July, 1902, he was again in the hands of the police for obtaining goods by false pretences, and was sent back to the asylum on 24th July 1902. The two medical men who certified him to be insane were well acquainted with him. One had known him since childhood, and considered him to be a criminal imbecile, and the other had known him for six years and was of opinion that he was a criminal lunatic, but they were unable to elicit any "facts indicating insanity," at the time of their examination of him, and the Commissioners in Lunacy decided that in view of the provisions of Section 28 (2) of the Lunacy Act, 1890, the certificate could not be accepted as valid. Meanwhile, before any other arrangement could be made, the patient again escaped from the asylum.

He was again arrested in November, 1902, on a charge of forging and uttering cheques with intent to defraud; was tried and found "guilty, but insane," and ordered to be detained during His Majesty's pleasure.

His father, who is a retired Army Officer, says that on each occasion after his discharge or escape from asylums, he has committed himself and fallen into the hands of the police. He has been able to acquire a fair education. He converses quite rationally and displays no signs of intellectual derangement, but his moral sense is conspicuous by its absence.

2. A. H., convicted in March, 1868, for the wilful murder of a boy aged thirteen years. Prisoner was twenty years of age and was considered to be feeble-minded from childhood. A clergyman with whom he had been placed for educational purposes stated that he was incapable of learning Latin, French, or drawing, and that he was abstracted in manner and irritable if interfered with. He was boarded with a turf dealer, who thought him a "quietly-disposed lad, but low and melancholy at times." He was fond of gardening, and would sow seeds one day and dig them up again the next to see if they were growing.

On the evening of the day of the murder he gave himself up to the police and confessed that he had killed a "human being." He said that he had met two or three other persons on the road and could scarcely forbear from killing them. He afterwards killed the boy in a field by striking him on the head with a stick and then cutting his throat, but said that he did not know why he did it and that he was "obliged to do it." He stated that he had been reading of murders in the newspapers and thought that he must commit one. He was acquitted on the ground of insanity and removed to Broadmoor, where he still remains. Though his intellect is somewhat weak, he reads the daily papers and other publications and is able to converse rationally and intelligently on current topics and ordinary subjects. He is, however, peevish and irritable and easily upset, when he is inclined to be obstinate and unreasonable.

3. E. S., aged 20.—A weak-minded girl with a high arched palate and slight impediment of speech—she worked in a pickle factory and was on two occasions charged with attempting to commit suicide by taking carbolic acid. She was probably on both occasions to some extent under the influence of alcohol. When tried for the latter attempt she was found by the jury "Guilty, but insane," and removed to Broadmoor.

Through the influence of a lady who took an interest in the case, she was transferred to a home kept by some "Sisters," but at the expiration of two years, they reported that they had not been able to effect any improvement in her mental condition and could not keep her any longer.—She was therefore returned to Broadmoor.

This is the case of a feeble-minded young woman, who, if thrown on her own resources in the outside world, would probably relapse into bad habits, partly through an innate mental weakness, and partly owing to a facile, easily swayed disposition, which tends to make her an easy prey in the hands of unscrupulous friends.

My experience in the Convict Prisons (1875 to 1895) has led me to the conclusion that the unconditional discharge

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of weak-minded criminals as has hitherto been the practice is contrary to the public interest, as they are, in many cases, no sooner at liberty than they again commit themselves.

The weak-minded criminal finds himself seriously handicapped in the struggle for existence in the outside world. His previous history is against him and he is seldom or never able to acquire sufficient skill in any trade or handicraft to enable him to successfully compete with the ordinary artisan.

In addition to the mental deficiency there is, in many of these cases, marked physical defect or deterioration.

He is incapable of steady sustained labour, and if left to himself will almost certainly revert to crime.

I would therefore advocate the establishment of industrial and agricultural institutions or colonies, where weak-minded criminals might be subjected to a course of discipline and treatment adapted to their requirements.

It is also desirable that they should be awarded indeterminate sentences; their discharge being dependent on their fitness to resume their places in the outside world. They might be conditionally discharged to the care of responsible persons who would undertake to keep them under proper supervision, and any breach of the conditions should render them liable to return into custody. This would render it possible to replace the discharged person under proper restraint before he committed further criminal offences. A similar system with regard to the patients discharged from Broadmoor Asylum has been in operation for many years and has given satisfactory results.

The enclosed table showing the crimes and offences of the patients in Broadmoor Asylum at the end of the year 1903, gives the number of patients considered to have been congenitally deficient in mind. It shows that 16 per cent. of the inmates were cases of congenital or infantile mental deficiency; the proportion of both sexes being about the same.

With regard to crimes of violence against the person 11 per cent. of the males, and 14 per cent. of the females were cases of congenital or infantile mental defect. Of unnatural offences and attempts, 73 per cent.; of arson, 50 per cent., and of defilement of girls, 55 per cent., were cases of mental deficiency either congenital or infantile.

These figures are too small perhaps upon which to base any general conclusions, but there is, I believe, abundant evidence to show that these feeble-minded persons are especially prone to commit sexual offences and arson.

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Table showing the Crimes and Offences of the Patients remaining in Broadmoor Asylum, on the 31st December, 1903, who were considered to have been congenitally deficient in mind.

Crime or Offence.	Sex.	Congenital or Infantile Mental Deficiency. Without Epilepsy. (1.)	With Epilepsy. (2.)
Murder	M.	19	12
	F.	13	5
Attempt to murder, maim, etc.	M.	5	9
	F.	2	2
Threats or conspiracy to murder	M.	1	—
	F.	—	—
Manslaughter	M.	4	—
	F.	3	—
Endangering railway passengers	M.	—	1
	F.	—	—
Assault	M.	—	—
	F.	—	—
Concealment of birth	M.	—	—
	F.	—	1
Desertion of child and child stealing	M.	—	—
	F.	—	1
Unnatural offences and attempts	M.	8	—
	F.	—	—
Rape	M.	1	—
	F.	—	—
Defilement of girls and indecent assaults on females	M.	14	2
	F.	—	—
Burglary and house-breaking	M.	2	2
	F.	—	—
Robbery with violence	M.	—	—
	F.	—	—
Extortion by threats	M.	—	—
	F.	—	—
Larceny of horses and cattle	M.	—	—
	F.	—	—
Other larcenies	M.	1	—
	F.	—	—
Obtaining by false pretences	M.	—	—
	F.	—	—
Arson	M.	5	4
	F.	1	—
Killing and maiming cattle	M.	—	1
	F.	—	—
Forgery and uttering (felony)	M.	1	—
	F.	—	—
Coining, &c.	M.	—	—
	F.	—	—
High treason	M.	—	—
	F.	—	—
Libel	M.	—	—
	F.	—	—
Suicide (attempting to commit)	M.	—	—
	F.	1	1
Under the vagrant laws	M.	1	—
	F.	—	—
Drunkenness	M.	—	—
	F.	—	—
Totals	M.	62	31
	F.	20	10
		82	41

3107. (*Mr. Dickinson.*) With reference to this first case that you mention, A. B. W., just at the end you say: "He converses quite rationally and displays no signs of intellectual derangement, but his moral sense is conspicuous by its absence." This is a man who on one occasion was certified as insane and admitted to a lunatic asylum, and on another occasion was tried and found guilty, but insane?—Yes.

3108. I should like to understand?—He was found guilty but insane on the evidence of several medical men that he was a criminal imbecile; he was described as a moral imbecile. He was constantly getting into trouble. Directly he got out of the asylum he was always in trouble.

3109. Although you say he displays no signs of intellectual derangement you mean that if he were in this room talking to us, no one would say that he was a lunatic?—I think there would be a difficulty. He talks rationally, and as most young fellows would at that age, on ordinary subjects.

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3110. He was found guilty of forging and uttering cheques. I suppose that was taken as a proof of his insanity. Apparently this has occurred on several occasions. He was handed over to his father twice?—On the understanding that he should take care of him and put him under proper control.

3111. Would it be too much to assume that this verdict was more or less a verdict of agreement?—I do not think so. He is incorrigible. He is one of those kind of people who want someone else's mind to direct them. He has got no delusions, I mean, no signs of intellectual derangement. You cannot trace anything of that kind.

3112. Supposing that you were a doctor who had never seen or heard of him before, and he was brought to you to certify; I suppose you would find some difficulty in certifying?—Yes, I should certainly. I think if he were released, he would begin the same career again. I do not think any experience is any sort of lesson to him; it is all lost upon him.

3113. Are those figures that you have got, the total of eighty-two and forty-one, 123, the total number of patients in Broadmoor?—No, the total number of the cases with congenital or infantile deficiency. We have about 760 cases in Broadmoor altogether. I say here these constitute about 16 per cent. of the total.

3114. Then I do not quite understand what those are. What are the remaining patients in Broadmoor?—There are various kind of insanity—general paralysis of the insane, chronic mania, and chronic melancholia, and various other forms of insanity.

3115. May I take it you mention these figures because you look upon those under the class of feeble-minded as all of them congenital?—I put them in, as from the reference to the Commission I understood those are the only cases you are dealing with, feeble-minded people. Recognised lunatics you are not dealing with at all. I did not understand that you were dealing with persons who come within the scope of the present Lunacy Acts.

3116. Do these 123 come within what you would class as feeble-minded and not lunatic?—They are a class of case that it is difficult to certify. Some of them are certifiable but we have cases of imbeciles coming into Broadmoor sometimes that certainly are not certifiable. I have cases there that are practically idiots. They have been in the outside world perhaps until twenty-one or twenty-two.

3117. Would they be amongst this number?—Yes. They are what are known as the "village fool." They mostly live in country districts, and are able to get on with farm labouring and that kind of thing. They would not probably have done so well if they were in town where the pressure is greater.

3118. From your experience may we take it that 16 per cent. of your patients are feeble-minded?—That depends on what you mean by "feeble-minded." They are all persons who are congenitally defective more or less. They vary from the absolute idiot up to a person not very much below the normal, perhaps. It is all a matter of degree.

3119. It does not include the violent lunatic?—No, it does not include the man who has an actual derangement of mind. It means persons of defective mind; in some we use the term "infantile." Of course, in some cases it does not become apparent until you begin to educate the child, and you find then it is more defective than you thought it was before. Some of these defects are not noticed, perhaps, even at the beginning of education.

3120. I see you say: "A similar system with regard to the patients discharged from Broadmoor Asylum has been in operation for many years and has given satisfactory results." That is, a similar system of discharging to the care of responsible persons. Has that had reference only to what you call weak-minded criminals?—Yes, I meant that to apply more to weak-minded criminals who now have definite sentences and are discharged at the end of their sentences into the world free.

3121. You discharged persons who are not congenital cases?—But ours are indefinite sentences; we discharge people who are recovered.

3122. To whom?—To the care of friends.

3123. But with some obligation to bring them back?—Yes, they usually sign an undertaking to report at regular intervals the patient's conduct and state of mind, and to at once report any symptoms of relapse.

3124. Supposing, instead of friends, there were institutions that were established for harmless and weak-minded criminals, I presume you would relieve yourself at Broadmoor of a considerable number of patients?—We should of course be able to discharge patients to an institution of that kind who would not be quite well enough to be discharged to friends.

3125. The provision of institutions like that would relieve you?—Yes, to some extent.

3126. Can you say to what extent?—No, I cannot say to what extent. I do not think we could discharge everyone of that kind, for the simple reason that we should require extra paid labour to carry on the establishment; it would become so much more expensive. I am speaking as an administrative officer, now, rather than as a medical man. A great deal of the work of the asylum is done by what we term convalescent patients. In the kitchens at Broadmoor I think there are three imbeciles at work now. I should have to get paid men to do that work if these patients were removed.

3127. From that point of view it would not be much saving?—I do not think it would be any advantage to the taxpayer in those cases. At the present time we have thirty men working in the kitchen garden, comprising seventeen acres. We supply our own vegetables.

3128. (*Dr. Donkin.*) One or two questions about this same inmate that you have mentioned, A.B.W. You have put it forth as a case to exemplify a certain class of cases, which are as a rule not certifiable under the lunacy law. This man is caught, of course, he is with you, but he represents a class of cases who are not as a rule certifiable?—That was my idea—to bring it forward as a typical case.

3129. From your experience at Broadmoor, and previously, you say a fair number of cases of that sort come into the prisons?—Yes.

3130. What is the chief reason why these cases as a rule escape being certified under the lunacy law? Is it because of the point, that you bring out so very well here, that it is difficult, during the ordinary interview which takes place with the doctor who comes to examine a person's state of mind, to find out the signs of lunacy; that he wants more prolonged observation? I mean why should not those medical men, one of whom had known him six years, and thought him a criminal lunatic, and the other had known him all his life and said he was a criminal imbecile, give their evidence in lunacy as well as they can in any other kind of court, to that effect?—Under the present practice they can only give what they find during an interview with him, although they may have known all his life that he has shown insanity by his conduct. Because he can speak for half an hour rationally, they cannot certify.

3131. The evidence which would be most valuable to ascertain his state of mind is really excluded?—It is not excluded altogether because you can, in the certificate, give facts communicated to you by others.

3132. You think that this class of cases, which is a considerable one, as the law at present stands, cannot be dealt with?—There is a good deal of difficulty about it.

3133. Would you suggest any means by which they could be dealt with easily?—It is rather difficult. I think some cheap form, similar to the present inquisition in lunacy, where evidence would be taken before some tribunal as to what this person's conduct was before, and what his conduct had been for several years past, perhaps, would be the best way.

3134. Machinery of that sort would practically enable almost all the cases you give, and many others, to be dealt with?—I think so.

3135. All those, in fact, which would require some prolonged time of observation before a due opinion could be arrived at?—Yes.

3136. (*Mr. Greene.*) With the cheap form of inquisition such as you are suggesting, you would advise, I suppose, that the patient should be subject to the same conditions as a person found lunatic by inquisition?—I would not

take merely medical evidence—any person can give evidence as to conduct.

3137. When once the tribunal is decided on, the position of the patient should be the same as that which is now held by a person found by inquisition in the ordinary way through the lunacy laws?—Quite so.

3138. You use a phrase about an "indeterminate sentence." May I ask whether at Broadmoor prisoners who have only been sentenced to penal servitude are received by you, or do you receive prisoners from local prisons?—Those from local prisons mostly go to county asylums.

3139. May I take it those prisoners you deal with are almost exclusively those sent to penal servitude?—Those are not now committed to Broadmoor, but we have some of them.

3140. What are committed to Broadmoor?—What you call King's pleasure lunatics. But I have about fifty convicts under definite sentences.

3141. Sentences of penal servitude?—Yes.

3142. The list of offences which you have put out on page 2 deals with the cases you have got in there now of persons who at the time this was made out had been sentenced to penal servitude?—All cases.

3143. In this list it is obvious that there are a great many cases which no court could sentence to penal servitude?—No. The men that I have under definite sentences when their sentences expire are removed to county asylums as pauper lunatics, they are not discharged.

3144. In this list that you have given I see several cases in which there is no power to sentence to penal servitude—libel for instance?—No.

3145. The prisoners that you have dealt with are those who are too feeble-minded to commit certain classes of offences against which there is no number recorded?—Yes.

3146. (*Mr. Chadwyck Healey.*) May I ask on that point whether the penal servitude cases you have at Broadmoor have not come there from other penal establishments?—Yes, convict prisons.

3147. They do not come to you direct?—No, they come through the prisons.

3148. (*Mr. Greene.*) I was looking through the list of offences and I see that there are a great many offences not accounted for at all, that no one has committed the offence?—No congenital person. There are curious cases. There is one man, you see, under the Vagrancy Laws. That man has been in Broadmoor for many years, he was there before the 1884 Act was passed.

3149. He could not be sentenced to penal servitude?—No, he had a fourteen days' sentence. He was found to be insane when he got to prison and was sent to Broadmoor. As that fourteen days had expired before the Act of 1884 was passed it was decided he must remain there. If it had been since 1884 he would not have been there.

3150. What do you mean by the phrase, "It is also desirable that they should be awarded indeterminate sentences." Do you mean that the judge who is trying a criminal case is to award a sentence without any limit?—I think all weak-minded criminals should have a sentence practically equal to what is called at present, "King's pleasure."

3151. You would have to alter the criminal law to this extent; instead of having a maximum or minimum penal servitude which could be awarded, you would have to give the judge power to order the detention of the prisoner?—If he is proved to be mentally defective.

3152. Is it right that a person who is mentally defective should be sent to a prison at all?—No, I do not propose that.

3153. You say they should be awarded indeterminate sentences?—I think I go on to say there should be a suitable place provided for them to be sent to.

3154. You say, "I would therefore advocate the establishment of industrial and agricultural institutions or colonies where weak-minded criminals might be subjected to a course of discipline and treatment adapted to their requirements. It is also desirable that they should be awarded indeterminate sentences." You mean at the colony?—I do not think it would be any use sending them there with a determinate sentence—three years, or so. They would come out and do just the same as before.

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3155. If a person were found feeble-minded by the jury, you would give the judge the power, instead of sending to prison, or penal servitude, to remit to a colony for an indefinite period?—Yes.

3156. And the officials of the colony would have to say when that is to be terminated, if ever?—Yes, whether he was fit to go out on certain conditions.

3157. Do you suppose he would have a right of appeal, or would it be a matter of clemency for the Home Secretary? Would you give him a right to have his condition tested or investigated after he had been allotted to the colony?—I have not thought that out. He would naturally have the right of appeal to the Home Secretary like any other person in custody. A criminal lunatic can do that.

3158. Do you know whether under any jurisprudence in the world there is power of giving an indeterminate sentence?—I do not think I do.

3159. In America it is done by fixing the maximum and then allowing a reduction according to the opinion of the head of the establishment?—Yes.

3160. But the maximum is allotted by the judge?—Yes, but if it is an improvable case—

3161. But the judge would have no opportunity?—He would have to go out. It would be protecting the public from him for a number of years. My experience of these men is that they always relapse into crime again when they go out.

3162. I am trying to see what would occur in a court of quarter sessions, say. What evidence would have to be submitted to the judge and the jury to justify sending a person to what might possibly be a life sentence—an indeterminate sentence. What issue do you suggest should be put to the jury?—The evidence of his previous life and the mental condition.

3163. After he has been found guilty of the particular offence?—Yes. He must be found guilty of the offence first; I believe that is done now with lunatics.

3164. It is found that he is guilty, but insane?—Yes.

3165. In point of fact when there is a suggestion of feeble-mindedness put forward by the defence, you would simply have the present law as regards lunatics applied to the case of feeble-minded persons?—Yes, you would try his mind just as you do with the absolute lunatic. In many of these cases you would find they had been pilfering and committing small criminal offences practically all their lives.

3166. Having got him there, you can only suggest that the Home Secretary should as a matter of prudence or leniency let him out?—Yes, if suitable arrangements could be made to prevent him from again committing anti-social acts.

3167. When you suggest that they might conditionally discharge to the care of proper persons who would keep them under proper supervision, do you mean only in labour colonies which could be inspected or would you allow responsible persons to keep them at their own house?—A certain number of cases, I think, could be under the care of private persons.

3168. Would you arm them with statutory powers to supervise and detain the person?—I do not think statutory powers are necessary any more than they are at Broadmoor. If the patient cannot be managed and he breaks the conditions laid down, he is brought back.

3169. Would you have any supervision over the people who are supervising these people who are out from their indeterminable sentence. You suggest responsible people should take charge of them. Would they be overlooked?—I do not think they would be responsible people if they required that.

3170. I do not know whether for the prevention of cruelty to persons under their care, it was necessary?—The patient might be visited in some way, as cases under the Lord Chancellor's people are visited now.

3171. (*Dr. Dunlop.*) The criminal lunatics are visited, are they not?—No, but we practically do not discharge a person that is not to some extent capable of taking care of himself.

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3172. (*Mr. Greene.*) I observe in the last paragraph of your statement you say, "I believe there is abundant evidence to show that these feeble-minded persons are especially prone to commit sexual offences and arson." Is that from observation inside Broadmoor that you make that suggestion ?—Partly, and partly in prison service. I was in prison service twenty years before I went to Broadmoor.

3173. You make the remark from the offences for which they have been remitted to custody ?—Yes. I have not any figures now, but I feel quite certain prison statistics would bear that out.

3174. If feeble-minded persons are specially prone to commit sexual offences perhaps you will agree it is just as well to make special laws for their protection. If feeble-minded women are specially prone to immorality you would protect them in some way. Would you make it punishable for a man to have carnal knowledge of a person who is feeble-minded ?—That is so now, is it not, to some extent—with regard to idiots, for instance?

3175. If they know them to be idiots ; but the idiot may give a consent. Would you take away the power to consent from them ?—From idiots certainly. When you use the term "feeble-minded" it is such a comprehensive term.

3176. (*Mr. Hobhouse.*) With regard to the criminal lunatics whom you send out of Broadmoor, what percentage do you get inside the asylum who become sufficiently well to be sent outside ?—I can tell you the number that have been discharged during the last ten years. I have not worked them out in percentages. The average discharges of men during the last ten years is 5·9, women 5·3. Total discharges 11·2 per year.

3177. How many are there in the asylum ?—We have now 764.

3178. (*Dr. Dunlop.*) You base the recovery rate on the admissions, not on the population.

3179. (*Mr. Hobhouse.*) Yes, quite true. Do many of these people who are released conditionally, come back again ?—Yes, on the average 3·1 a year during the last ten years. During the last ten years we have discharged 112 patients conditionally and thirty-one have come back.

3180. Do you classify your inmates. Do you keep the lunatics together and the feeble-minded people together ?—No.

3181. They are all mixed up together ?—It depends on their conduct. We have to classify them very much according to conduct.

3182. Not according to the amount of their insanity ? —No, because some are very quiet. They may be full of delusion, but they are not dangerous to each other. Some are dangerous not only to the attendants but to each other and some are dirty and that kind of thing. Of course there is social class to some extent to be considered. We have practically three classifications the refractory wards, the convalescent wards, then a medium ward between the two, where although they may be very insane they are quiet and fairly well conducted and can behave themselves.

3183. Does that have a prejudicial effect upon the more sane ?—I do not think so. The more sane are put in what we call the convalescent wards.

3184. So they are kept more or less distinct ?—Yes.

3185. I notice when two doctors were giving a certificate about A. B. W. one talked about him as a "criminal imbecile," the other as a "criminal lunatic" ?—Yes.

3186. Does that affect his sentence in any way ?— Not the slightest.

3187. It would be a medical, not a criminal distinction ? —Yes.

3188. Then you suggest that these people should be remitted from the asylums to a colony ?—They would not necessarily go to a criminal asylum if you had a new law because under a new Act they would be dealt with at once at the Court.

3189. What number of persons could you aggregate in a colony of this sort ?—That is a matter of opinion and I am afraid a matter on which you will find people differ very much. My own opinion is that the tendency at the present day is to build institutions much too large and that the head administrative officer is not sufficiently in touch with all the inmates.

3190. One witness gave us as his opinion the other day that you could bring together about 2,000 ?—I think that is too many. I think 1,000 people are quite enough for any one man to look after.

3191. They would have to be classified and each class kept quite distinct from the other classes although more or less under central control ?—You speak of one class and another class but these classes insensibly gradate one into another. It is very difficult to define in practice the different classes.

3192. We have had a difficulty in making use of the word, which you yourself noticed just now ?—There are numbers of cases that no two men would put in the same class. Take a case on the border line between idiocy and imbecilty or between imbecility and feeble-mindedness.

3193. There is a broad distinction between a lunatic and a non-lunatic insane person ?—I do not know that there is a broad distinction there. There are plenty of people on the border-line.

3194. You think there really is no distinction ?—You have cases which people will disagree about. Of course the extreme case of idiocy and the extreme case of imbecility nobody would differ at all about ; but there is no distinction between the two. After all, it is a matter of degree.

3195. Would there be a difficulty in these colonies in classifying the inmates ?—I do not think so. There would be some who are imbeciles and some idiots and there would be an intermediate class, as there is with us at Broadmoor. We have the refractory class, and what we call the convalescent class, which is the well-conducted class, and between the two a middle class.

3196. I suppose you have a thousand people in one of these colonies ; into how many classes would it be probably necessary to divide them—three ?—I should say about three, but I have not had much experience. I should think three would probably be sufficient, but you might want four. You would have some that are not much below normal at one end, which might be a class by themselves, and you would have cases of more or less complete dementia, idiots, at the other end. It is a question whether you could divide the people between those two extremes—whether it would be desirable to divide them into one or two classes. You might wish to divide them into two classes.

3197. Each of those classes for administrative purposes would be from about 200 to 300 ?—I do not know. It would vary from time to time. You would have to some extent to classify them according to capacity for labour and for learning industrial occupations and things of that kind, if you are going to carry this out on economical lines.

3198. What would be the cost of such an establishment per head for maintenance ?—I should not like to say straight away.

3199. Do you know what your maintenance charges at Broadmoor are ?—From £41 to £42 a year, but we have such a large number of dangerous cases that our staff costs more than half that. The payment of staff costs about £16 per head per annum in wages. Then there is feeding and uniform. Our staff probably costs £23 or £24 per head. We have a very numerous staff—about one to five and a half.

3200. But at a colony would it have to be as much ?— No, nothing like ; probably less than half.

3201. So you would reduce it from £16 to £8 ?—And I doubt whether you would want to pay such high salaries. The pay of the attendants at Broadmoor, is roughly speaking, £10 per annum higher than in the county asylums.

3202. You would get a very considerable reduction of expenditure by keeping these people out of Broadmoor and sending them to colonies ?—Yes, although as I said before, I do not think it would be economical to take all these cases out of Broadmoor, because such a large number of them form our working population.

3203. If you could take them all out you could do away with Broadmoor ?—It would be impossible to take them all. We have too many dangerous cases.

3204. What percentage could you turn out ?—I should not like to say. Certainly not more than 10 per cent; that is mere guess work, but I think it is an outside figure.

3205. From your experience as a medical officer in prisons, could you give us any idea of the number of ordinary prisoners who ought to be sent to feeble-minded colonies ?—No.

3206. No idea at all ?—A guess might be misleading. I have been out of the prison service between nine and ten years now. I think myself that there is a larger proportion now than there used to be, because the prison numbers have gone down—the convict numbers at any rate. I do not think the local prison numbers have, but the number of convicts is much less than it was twenty years ago. I think it will be found—I am merely speaking from a general impression—that the numbers of able-bodied have gone down in far larger proportion than the numbers of the physically and mentally defective people, because they are the people that find a difficulty in the struggle for existence in the outside world, and therefore they are more likely to come back to prison.

3207. In that sense feeble-mindedness is the cause of crime ?—In that way it is.

3208. Have you any knowledge as to whether the feeble-minded, as it were, breed themselves out, in time. For instance, two feeble-minded persons would probably produce a feeble-minded child ?—That is the usually accepted view, that they do breed out, but I could not say from my own experience. The only knowledge I have is from what I have read.

3209. (*Mr. Byrne.*) With regard to your opinion that it is inexpedient to discharge, unconditionally, weak-minded criminals from the convict prisons at the end of their detention, what sort of procedure would you suggest as the means of deciding whether they should be sent to one of these colonies, or otherwise dealt with. Should the governor of the prison bring them before a judicial authority, or would you leave it to the prison authority to decide ?—I would leave it to the prison authority to decide. They are the only people who have any experience of the man, and they would be the best judges.

3210. They would have an experience of him extending over years, through their officers ?—If the magistrate before whom he was brought did not agree, he might refuse a certificate. They do occasionally now, with people who are undoubted lunatics.

3211. In the first place who would the prison authority be; they would be the visiting justices, would they not ?—Yes, on the representation of the medical officer of the prison, and then you would require to have reports of his previous history before he came to prison at all.

3212. What would be the prison authority ?—Visiting Justices or one of the Prison Commissioners.

3213. Which would you give it to ?—I think I should be inclined to give it to the Prison Commissioner; you would obtain a more uniform practice.

3214. Would it be as satisfactory to the public, do you think ?—I think so, quite.

3215. At any rate you would give it to the prison authority assisted by the reports of the chaplain and persons coming in daily contact with the prisoner ?—Yes.

3216. You would not hesitate, on proper reports showing it to be desirable, to have a person sentenced to indeterminate detention ?—No, but I would take not only his prison history, but his outside history as well.

3217. Another question. About the Table "Congenital or infantile mental deficiency." What precisely does that mean? Do you in that Table include merely such prisoners as have shown all their lives, from birth or from infancy, a constant mental defect, or does it include persons who perhaps have never shown such mental defect till they got into the trouble which brought them before you, but in whose cases you still consider it to be congenital ?—We ascertain the history of the case as far as we can. If we consider that the person is congenitally defective, although it may not have been recognised, we put it down so.

3218. If that is so, is not it rather a surprisingly small number as compared, for instance, with the returns of the Lunacy Commissioners; they show a larger proportion, do they not ?—These are simply the residue who have not been brought under the ordinary certificate, except those that are only slightly feeble-minded. Of course the bulk of imbeciles and idiots are dealt with—a large number—under the ordinary laws.

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3219. Of all the lunatics whom you have charge of, not more than 16 per cent. have congenital or infantile mental deficiency. The inference is that the other 84 per cent. are not feeble-minded because of congenital or mental defect, but of the other type ?—I do not think so, if you come to consider the offences in connection with them. They are more or less crimes of violence; offences against the person. There are a very large number of imbeciles who are not dangerous in that sense—do not commit that kind of offence.

3220. But imbeciles are specially prone to commit certain forms of offences against persons and property. Would you expect those to be more than the usual proportion ?—I do not think so. By far the greater proportion of the cases in Broadmoor are murder or attempts to murder.

3221. A congenital imbecile would be more likely to do that than a congenitally healthy person ?—They are not healthy, as a rule, when they commit murder.

3222. In the Table on page 28 of your annual report for 1903 you give the probable causes of insanity in the admissions, discharges, and deaths, during the year 1903, will you tell us from what that information is collected ?—Various sources. Sometimes from the prison from which we receive the patient, then newspaper accounts of the trial, and occasionally we get the depositions, and often we obtain a great deal of information from friends. We make a practice of always seeing the friends when possible. One of the medical officers or myself sees the friends the first time they visit the patient and we then get all the particulars we can and also from the patient himself if he is capable of giving information.

3223. That is probably to a large extent true, though it is not the result of actual official investigation. You are not responsible for it in that sense ?—No. If the patient is capable of giving information when he comes in, we take him through his life and ask him about his friends and relatives, father and mother, uncles and aunts, cousins, brothers, and sisters, and ask what they died of and what mental diseases they may have suffered from.

3224. I see, amongst seventy-nine people admitted in 1903, nine where "heredity influence" was ascertained, and immediately following where there was "congenital defect," so there were twenty out of those twenty-nine under conditions which bring them under this congenital or infantile mental deficiency column ?—Yes.

3225. And the total in your other Table is only 16 per cent. There is a considerable difference ?—You will always find this kind of variation in statistics that only apply to a small number of people.

3226. You have also got the column "unknown" which is a very large one, which must contain at any rate a very considerable number of people who would go in the same column ?—I think we get most of the congenitals. You can make a very good shot at it very often without any information at all. You can tell from the patient when he comes in that he is congenitally imbecile, or from examination without going any further.

3227. Sometimes when you see his parents ?—Yes, I think there are very few congenitals come under the unknown, if any; at any rate no marked cases.

3228. (*Dr. Needham.*) What is the difference between a bad or vicious boy, and a boy who is bad because he has got some mental defect ?—I do not think it is possible to answer a question of that kind generally. The answer, generally, would be very often much the same; the only way is to take the case individually and judge it as you best can.

3229. The obvious answer is, the difference is the mental defect, but what I want to know is, how are you going to distinguish between a boy who does certain things, such as the boy you describe, whose case I know, and who has,

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you believe, mental defect, and another boy who does very much the same sort of things, who has not mental defect, as far as you know?—They are cases about which there will always be a good deal of difference of opinion. Vice and crime and insanity are difficult to define generally, and it is often difficult to decide as to whether a particular act is an insane act, or a vicious act. The way I deal with these cases is to investigate the case as far as one can, and then to form my opinion on the particular case. I do not think you can apply any general rule to it; every case has to be decided on its own merits. In this particular case this boy had every inducement to behave himself. He is the son of an officer in the army. He is a gentlemanly boy enough. In the asylum he is a perfectly well-behaved patient. In the face of temptation outside he does not appear able to control himself. In the abstract he knows all this is wrong. When I have talked to him about it he has said he knows it is wrong, but he cannot help himself, and in the face of temptation he gives way and seems to have no inhibitory power whatever. He has no sense of shame about it.

3230. I suppose it is known to us all that there are people who do such odd things that one says they cannot be sane if they do them, but of course that would not be sufficient for the purpose of certification affecting the liberty of the person?—I am quite aware you might argue this boy is a vicious boy and not a moral imbecile.

3231. The Act of Parliament requires in medical certificates that the practitioner must form his opinion from what he sees himself and not from what he is told by others. Do you propose to make it unnecessary that a man should certify from his own observation?—Do you think it would be a safe thing to depend on the *ipse dixit* of other people?—No, not for a moment.

3232. You can conceive that it might be to the interest of people to persuade a man by telling him things that were not true?—I do not propose that at all, but I think other witnesses might be brought forward and their evidence taken as to questions of fact.

3233. Do you propose to allow the whole question to be decided by the opinion of a third person, and not make it incumbent upon a medical man to decide upon facts which he himself sees?—I think the medical man should give his evidence before the authority, who might be authorised to deal with the matter, and this authority would take other evidence as well. It would not take evidence from the doctor that the doctor had got from somebody else, but have that evidence from the person who gave it to the doctor and hear it direct, just as any other witness might give evidence. I think any ordinary person can give evidence as to questions of conduct; then it would be for the Court to decide whether the evidence was sufficient for it to act upon or not, in the same way as it is before an inquisition now. At one or two inquisitions I have gone to, one or two people gave evidence and the jury decided on the whole evidence, not only the medical evidence.

3234. You are not, I suppose, prepared to give any definition of what constitututes such weakness of mind as to necessitate a person being taken care of?—I do not think it is possible to give a definition that would cover all the cases.

3235. You think each case must be decided on its own merits?—Yes, each case must be tried by itself; you cannot distinguish these cases with the accuracy of mathemetical formulae. All these statistics, and generalisations, only apply to human beings in the mass; there are so many exceptions that the moment you apply it to an individual he may be one of the exceptions and you may be wrong.

3236. (*Mr. Chadwyck Healey.*) As I understand you, you propose to extend the class to which the present detention during King's Pleasure sentences applies. You know that sentence is given in two classes of cases; first, where the prisoner is unfit to plead, and then the jury is directed to try whether he is sufficiently of unsound mind to plead or not; and the second class is where he has pleaded; but the defence was that at the time he committed the act he was of unsound mind. In both those cases it goes to the jury. Could you assist the judge by telling him what directions he should give to the jury in order to get in the whole class of the feeble-minded that you have suggested. How would he direct the jury?—He would have to take evidence as to the man's state of mind, in the same way that you now take evidence in regard to his being insane.

3237. I suppose you must tell the judge what he is to say to the jury as to what they must find as a fact. As he has now to direct the jury it brings in Dr. Needham's question, how are you to define the amount of moral obliquity which would be a justification for detention. The judge has to see that the jury have got that?—I should suggest they should bring in some sort of verdict that he was weak-minded and a proper person to put under control.

3238. You would leave the consideration in that case, without any assistance from the judge, to the jury?—The judge would sum up in the way he usually does now.

3239. It is very difficult, is it not?—It is very difficult, but I think it could be got over.

3240. Leaving that for a moment, what would you do in the case of small offences which come before justices in petty sessions. You would not give them any power of that kind, I take it—such small offences are not committed to quarter sessions or assizes?—I do not see why they should not have that power. They have the power to give a lunatic an indefinite sentence.

3241. A justice outside his court where the lunatic is brought to him on a medical certificate; but that is rather different. Say a boy is put up in petty sessions for stealing some small thing, if he is feeble-minded how are you to deal with it?—If he is proved to be feeble-minded and it can be shown that he is a person whom it is desirable in the public interest should be put under control and supervision I do not see why you cannot do that.

3242. In the case that is put, the evidence of his feeble-mindedness would be likely to be wanting, or would be exceedingly trifling, because the justices do not produce the witnesses; the police probably would not have them, and no one else would have them. Would not it be much better to allow the justices to commit to prison for fourteen days, say, and then leave the prison authorities to carry it further with their better machinery?—I am hardly prepared to answer straight away, but it seems to me the prison authorities must discharge him at the end of the fourteen days.

3243. Yes, unless you have a new statutory power which enables them to detain on proper evidence.

3244. (*Mr. Greene.*) As a matter of fact, they frequently commit to the sessions or assizes so as to enable the court of record to deal with the matter.

3245. (*Mr. Chadwyck Healey.*) Yes, if they know it, but very often they do not know it at petty sessions, it is only found out when they get to prison.

3246. (*Mr. Greene.*) But they commit to quarter sessions. In some very minor cases it would not be a matter triable at quarter sessions, and therefore there would be the difficulty that you suggest.

3247. (*Mr. Chadwyck Healey.*) I do feel a difficulty about justices being able to exercise so large a power, because I do not think they have the machinery; in country places particularly. You have not probably considered that very fully?—I am afraid not.

3248. Then about the colonies or asylums which you suggest; would you consider this to be a proper course to treat these colonies as, so to speak, supplemental to Broadmoor, so that if a prisoner has been sentenced to be detained during His Majesty's pleasure, it may be left to the Home Secretary to say whether that prisoner should go to Broadmoor or to one of these Colonies. Would that be practicable?—I think so. Speaking off-hand, I think it would be better for him to come to Broadmoor for a time, and if it were found he was a suitable case to be moved, he might be moved on as we do now. In fact I have two men now at the Salvation Army Colony at Hadleigh.

3249. That would work very well, although the other establishments might be under the county authority or even an extended private authority, so long as it was approved by the Secretary of State?—Yes.

3250. (*Mr. Burden.*) How would you establish colonies for the feeble-minded? Would you establish them under local authorities?—I should prefer them under Government myself; under a central authority—the Home Secretary.

3251. Not under local authorities, and inspected by the Government ?—No, all the counties would be doing different things. I think it is better to have a uniform system.

3252. As to size, I think you said just now you thought they should not exceed 1,000 ?—Yes.

3253. Would you prefer a smaller number ?—I should imagine 1,000 would be quite manageable.

3254. You think 500 would be better ?—I do in a way, but the expenses are so much more in proportion. The administrative expenses are so much higher in proportion. I do not know whether there would be any object in having a smaller one than could be really managed by one head.

3255. As to classification, how would you classify in colonies of this kind. Would you have distinct colonies for distinct classes of cases ?—That would depend a good deal on the numbers. If there were a sufficient number, it might be well to have one colony to each class, but unless the numbers were very considerable that would lead to a good deal of expense.

3256. We find under the Inebriates Act it is better to classify cases very carefully, and to have distinct institutions for distinct classes of cases. Well-behaved, for instance in quite a distinct institution from the opposite to the well-behaved. I was wondering whether you would think some such arrangement for the colonies would be wise ?—I imagine if some colony were started you would not have absolute idiots in it that now go to the county asylums, those who are incapable of their state being in any way improved. It would be useless having people like that there. It rather depends upon what "feeble-minded" is going to include.

3257. Do you think a staff of one officer to each ten inmates would be sufficient in feeble-minded colonies ?—I should imagine so.

3258. You find one to five and a half necessary in Broadmoor ?—Yes. In a convict prison it is about one to ten, or used to be; I suppose it is the same now. I think you would find that quite enough.

3259. (*Dr. Dunlop.*) I would like to hear from you a little about the discharge of the insane convicts. What happens to them at the time of expiry of the sentence ?—They are transferred to county or borough asylums as paupers.

3260. Invariably ?—Not invariably, but practically. I have one man, a pauper lunatic at Broadmoor, kept beyond his sentence. He is a very dangerous man, and I declined to certify him as fit for treatment in a county asylum. I do not think any county asylum would hold him.

3261. Your insane convict would in many cases become partially recovered ?—He may, or may not.

3262. What do you do with him then ?—Send him to a county; we should not discharge him, ever. If he recovers his sanity before the expiration of his sentence he is remitted back to prison.

3263. What do you take as the standard of recovery If you have a weak-minded person suffering temporarily from delusions, when do you consider him recovered; when the delusions disappear, or when the weak-mindedness disappears ?—That would depend on the case. We could not certify him as recovered as long as he had a delusion.

3264. Do you put great stress on delusions ?—Yes.

3265. Is that practically a test whether he is sane or insane ?—Not the only test; it is one test. The case may not be a case of delusional insanity at all; then it would not be a test.

3266. Nor as regards recovery ?—No, not necessarily.

3267. With the cases that you send to lunatic asylums, do you know what happens to them afterwards ? Do they find their way back to you ?—Yes.

3268. Which means that they are discharged as soon as they get under the care of the local people ?—Yes, and sometimes they commit themselves in the county asylums, and come back as criminals without being discharged.

3269. The detention, when once they go into the local asylums, is an uncertain quantity ?—Yes.

3270. They may be discharged there by medical certificate or without medical certificate ?—I do not know about that.

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3271. Can you tell me how many patients, finding their way to Broadmoor, have been treated as criminals before they got there—a third or fourth of the cases ?—Do you mean the King's Pleasure cases ?

3272. Yes ?—I could not tell you that.

3273. A large number are asylum cases that have been discharged ?—No, I would not like to say a considerable number of them are.

3274. Some of them are ?—Some of them are.

3275. You could not give me any idea of the figure ?—No. There is this table of the number admitted last year, showing whether it is the first attack or not.

3276. You admitted last year eighteen with the first attack within three months ?—Twelve were first attack above three and within twelve months of admission, nineteen were not first attack within twelve months of admission, and twenty-seven first attack not more than twelve months duration on admission; so only nineteen of that are not clear about first attack. But that does not show always that they have been in asylums. We sometimes put down a first attack, which we get information of afterwards, which may have been very slight, and perhaps the patient has never been put under control at all. We consider it a first attack.

3277. I notice in the Table you have given us that you have got 121 cases of recurrent insanity sent you ?—Yes.

Vid page 165.

3278. That is a very considerable proportion. Is it reasonable to consider that the previous occurrences have been in ordinary asylums ?—Not always. Some of those people are treated at home. They had slight attacks.

3279. Can you tell us any instructive cases where asylum patients have been discharged and then found their way to Broadmoor in a week or two ?—I cannot give you any case that has found its way to Broadmoor to come into the asylum, but I can give you a case where a few weeks ago a man came back to Broadmoor He was not re-convicted.

3280. Can you tell us instances where a discharged lunatic has very shortly after his discharge from the ordinary asylum committed a crime of sufficient gravity to send him to Broadmoor ?—Yes.

3281-3290. There are such ?—There are such.

3291. (*The Chairman.*) There is one question which has been suggested to me arising out of the question you answered just now. It is this, whether under the present circumstances, when the judge in a criminal trial puts it to the jury whether the man knew the nature and quality of the Act he was doing, and whether he knew that was wrong, that would not be sufficient to cover the case of feeble-minded people ?—I do not think an imbecile is capable of judging the nature and quality of the act always.

3292. That would be almost a sufficient question for the judge to put to the jury ?—Not always; I do not agree with that. There are any number of lunatics who know that they are doing wrong, but they cannot help doing it.

3293. (*Mr. Chadwyck Healey.*) One of the cases Dr. Brayn gives us is a case where Dr. Brayn told us the boy knew he was doing wrong, but could not help doing it ?—They are not, and they do not seem to be able to prevent themselves reacting to their environment.

3294. (*The Chairman.*) That would not cover the case ?—I do not think so.

3295. (*Mr. Byrne.*) Your answer means that the ruling in MacNaghten's case would not cover the case of the feeble-minded any more than it would cover the case of the insane ?—Yes.

3296. You object to it in both cases ?—Yes.

3297. It is equally good for the feeble-minded as for the insane, but it is insufficient in both ?—Yes, it is a legal test, not a medical test.

3298. If the feeble-minded are dealt with you do not require to exercise your ingenuity to find out the mode in which the judge must put it to the jury, because the present mode would do. It would be no worse than for the insane ?—Just so.

THIRTEENTH DAY.

Monday, 3rd April, 1905.

PRESENT.

The Right Hon. The EARL OF RADNOR (*in the Chair*)

W. P. BYRNE, Esq., C.B.
FREDERICK NEEDHAM Esq., M.D
H. D. GREENE, Esq., K.C., M.P.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M., (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B., (*Assistant Secretary*).

HERBERT SMALLEY, Esq., M.D., called; and Examined.

Herbert Smalley, Esq., M.D.

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3299. (*Chairman.*) You are at the Home Office on the Prison Commission?—Yes, I am the Medical Inspector.

3300. You wish to give evidence as to the present method of dealing with the feeble-minded in prison?—Yes.

3301. You have been so kind as to put in a statement of your evidence; would you allow us to put that upon our notes?—Quite so. I think there possibly might be some comments wanted on the latter part of it.

3302. (*Chairman.*) Perhaps that will come out in question and answer by the Commissioners.

STATEMENT OF THE EVIDENCE TO BE GIVEN BY HERBERT SMALLEY, ESQ., M.D., PRISON COMMISSION, HOME OFFICE.

(1.) A BRIEF ACCOUNT OF THE PRESENT METHOD OF DEALING WITH "WEAK-MINDED" PERSONS IN (1) LOCAL AND (2) CONVICT PRISONS.

(1) *Local Prisons.*

Rule 110 L., 101 C.

By the rules for the Government of Prisons made by the Secretary of State under the Prison Act, 1898, it is the duty of every officer of the prison to direct the attention of the Governor to any prisoner whose state of mind appears to be deserving of special notice and care, so that the instructions of the medical officer may be taken on the case.

Rule 133 L., 138 C

Further, it is laid down that the Governor shall, without delay, call the attention of the medical officer to any prisoner whose state of mind appears to require attention and shall carry into effect the written directions of the medical officer respecting alterations of discipline or treatment of any such person.

When a prisoner in a local prison is considered by the medical officer to be mentally defective, without being certifiably insane, and unfit for ordinary penal discipline, he reports the fact, in writing, to the Governor and the prisoner comes under the regulations affecting such persons. The medical officer is instructed to give special attention to this matter on the occasion of the reception of prisoners.

S.O. 412 to 415 (Local)

The regulations have relation to location in the prison, supervision, diet, employment, and punishment of any such person; they direct:—

1. That, unless associated, which usually means being placed in a ward of the hospital, the weak-minded prisoners are to be, as far as possible, located in contiguous cells and segregated from others, "Star" classification not applying. This latter means that the classification of weak-minded is to take priority of other classification.

2. That they are to be, as far as possible, under the continuous charge of an officer or officers, who will be specially selected by the Governor, after consultation with the medical officer, and preferably from the hospital staff.

3. That they are to be dieted in each case, as may seem fit to the medical officer. All divergencies from the diet of ordinary prisoners which may be ordered for them have to be entered in the "Alterations in Diet" Book.

4. That they are to do such untasked work either in separation or association as may be allotted to them by the Governor, after consultation with the medical officer; and no deprivation of stage privileges will apply to them without the concurrence of the medical officer. During working hours in cells, the cell door will remain open as much as possible.

5. Punishment for any breach of prison discipline, etc., will be awarded only with the concurrence of the medical officer.

6. A record of each case, its special treatment and history, is kept and sent to the Commissioners by the medical officer, with his Annual Report.

7. Special instructions on discharge, which will be mentioned later.

8. When the prisoner is a convict, *i.e.*, a penal servitude prisoner undergoing the probationary period of his sentence in a local prison, the medical officer, in addition to the usual Report, is required to state whether, in his opinion, it is desirable, or necessary, that such convict be removed to a convict prison for outdoor associated labour, or other special treatment, giving the grounds on which he bases his opinion; this report the Governor forwards to the Commissioners for their consideration.

Usually such cases are at once transferred to Parkhurst.

(2) *Convict Prisons.*

For the last few years all weak-minded male convicts have been concentrated at Parkhurst. The procedure is the following:—When the medical officer of any male convict prison, other than Parkhurst, is of opinion that a prisoner is of weak mind, he submits the prisoner's name in his Monthly Report to the Directors, and such prisoner is transferred to Parkhurst. He is there placed under observation of the medical staff. Should the prisoner be deemed of such mental deficiency as to warrant his being classed as "weak-minded," and requiring special management, he is brought before the visiting director at his next visit to the prison for his sanction to be placed in this category—the procedure thus partaking, to some extent, of the routine followed when a convict is certified insane.

As in the case of the local prisoner, the convict becomes subject to the regulations laid down for "weak-minded" convicts.

These regulations ensure:—

1. Separate location from other convicts.
2. Supervision by a specially selected staff of officers.
3. Special employment.
4. Dietary to meet special needs.
5. Special care and discrimination in dealing with any breach of rules, etc., and punishment thereof.
6. More latitude in the way of talking at exercise and at work, etc.
7. Special supervision by the medical staff.

It will be noticed that the regulations to be observed for the treatment and management of the weak-minded convict are on the same lines as those for the local prisoner of this class, but, owing to the different circumstances

of the two, in the case of the convict the rules can be more accurately and thoroughly carried out; thus, structural alterations have been made, by which one hall of the prison is almost entirely devoted to their occupation. They have a separate exercise yard of their own. They go to and from the prison by themselves. A portion of the chapel is set apart for their sole use, to which there is an entrance separate from that used by the other convicts. They are under the supervision of a specially selected staff of officers, whose *sole duty is with these prisoners.* Part of the farm land has been set apart, on which the larger number are employed at garden work. Here they are doing most useful work, growing vegetables which are used in the ordinary prison dietary, for the patients in the hospital, (Parkhurst is the invalid convict station, and there are usually some 100 patients, or more in hospital), the surplus being sold to officers' families. Those weak-minded prisoners who are unfit to go to the garden are employed at various indoor work, sewing, etc. Rug-making has been somewhat recently started, and we have a contract with a local tradesman who supplies the materials and pays so much for the manufactured article.

In fact, the weak-minded are in a separate prison of their own, as far as can be practically done in one establishment.

The arrangements have been most satisfactory. Very few breaches of the rules occur. Most of them work willingly and industriously, taking an interest in their occupation, and there is a healthy emulation between them and the ordinary prisoners as to crops grown and other products of their work.

It is too early yet to speak of the result from a financial point of view, and it is difficult to arrive at any true commercial value of their work, the accounts being so intimately bound up with the general prison accounts, but certainly under the present regime these prisoners are earning a great deal more than formerly; they are better behaved and generally far more contented.

II.—THE STEPS TAKEN ON DISCHARGE FROM PRISON TO ENSURE, IF POSSIBLE, WEAK-MINDED PRISONERS BEING PLACED UNDER SOME SORT OF CARE TO PREVENT THEIR RETURN TO PRISON, AND TO SAFEGUARD SOCIETY. (1) LOCAL; (2) CONVICT.

(1) *Local.*

(*a*) Prior to discharge, the medical officer reports to the Governor, on Form No. 726 (*handed in, see* Appendix I., *page* 178, *post.*) that the prisoner is mentally deficient, and unfit for ordinary penal discipline, and that he or she is, for the sake either of himself, or herself, or society, in need of control. The Governor forwards this report to the police of the district to which the prisoner is about to be discharged, in order that if he, or she, is again before any court, the circumstances of the mental deficiency may be put before the court.

(*b*) Such prisoners, as far as practicable, are handed to the care of friends, or to the workhouse authority on discharge.

These measures are not of much practical utility.

It is easy for these persons to commit crime and be brought before a court other than that in the district to which they were discharged from prison. The police in this district would have no jurisdiction in the second court, and accordingly the form would not be submitted to these magistrates.

Much difficulty arises as to finding any friends willing to take such prisoners, and if they do, it is only nominal. The workhouse authorities have no power of detention, and are probably not anxious to retain such folk; and many are in for such short sentences that practically there is no time to set the process in action.

In the event of any such prisoner being recommitted to prison, a report of the circumstance is sent to the Commissioners. The case is investigated, and if it appears to be a flagrant travesty of justice and common sense, a report is made to the Secretary of State, who usually communicates with the chief constable of the district or the committing magistrates. The replies are sent to the Commissioners to see, but usually little benefit appears to accrue to anyone, and this seems inevitable under the existing state of the law.

(2) *Convict.*

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Here necessarily there is more opportunity to provide for their future on discharge. What is done—prior to discharge of each convict who is classed as "weak-minded," —is as follows:—The Governor makes enquiries as to the ability and willingness of the friends to receive the convict, and the prospect or otherwise of his being able to earn his own living and reports the result to the directors *four months before* such convict becomes due for release on license, together with reports—

(*a*) from the chaplain as to the general character, temper, and disposition of the convict, and the probability or otherwise of his relapsing into crime, if released.

(*b*) from the medical officer, stating in detail the necessity or otherwise for special care after release.

This Report (*form handed in, see* Appendix II., *page* 179, *post*) comes to the visiting director at the Home Office who, in the event of his thinking there is great probability of the man being either dangerous to himself or others during the currency of his licence, recommends to the Secretary of State that the licence be witheld. All other cases are submitted for the usual licence.

The reason, speaking generally, for refusing the licence is the risk of physical violence. Naturally the grounds for retention have to be strong.

The directors of convict prisons and the Secretary of State's hands are tied on the completion of the sentence.

The daily average for the year 1904 was 116. Thirteen licences were refused in the year. Of these thirteen three were subsequently certified insane, and two more in the early part of December were awaiting certification.

When such convict has been discharged from prison, and his friends are unable or unwilling to take charge of him, or in the event of his being without friends, the Parkhurst authorities have to do the best they can. Perhaps one of the Discharged Prisoners' Aid Societies will accept the care, and endeavour to give some after-care. But the view of Discharged Prisoners' Aid Societies is generally adverse to accepting them, and probably rightly, because these friendless cases are hardly persons who, with a little help, can help themselves. Many of them are hopeless recidivists. Others are not capable of retaining any employment or position which may be found for them. Practically, therefore, all they can do is to take charge of the gratuity and give advice.

If the convict is an invalid or helpless, the place of settlement is ascertained, if possible, and the authorities of the workhouse of that union are communicated with, and an order of admission requested. If these authorities refuse or the place of settlement cannot be ascertained, then the convict is taken to the Parkhurst workhouse, after due notice and explanation has been given. The Directors of prisons pay rates, and the guardians cannot refuse to take such a case. It very rarely happens, however, that they have to be applied to.

To whatever part of the country a weak-minded convict is sent the police would be apprised of his mental condition.

A convict may go either to the place of conviction, or to any other place, provided that the fare thereto does not exceed that to the place of conviction. Any excess is deducted from the gratuity of the convict.

III.—THE REGULATIONS LAID DOWN FOR THE TREATMENT OF THE "WEAK-MINDED."

LOCAL PRISON STANDING ORDERS.

410. As it is frequently advisable to place in association prisoners who are mentally affected as well as those who, by reason of infirmity, depression, or helplessness or other causes, cannot be left alone in cells, special care will be taken that such prisoners shall be under the personal supervision of officers, or hired attendants, who will be responsible that no prisoner is maltreated, but properly cared for. Such prisoners, though not always requiring hospital treatment, will be located in the hospital, or where the hospital accommodation is insufficient, in a room to be specially selected for the purpose, an officer or paid attendant being at all times in charge.

411. The medical officer will satisfy himself from time to time that the arrangements are effective for these purposes, and bring to the notice of the Governor any deficiency he may observe.

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412. Every room so occupied will be visited frequently by the Governor and chief warder, and by the officer in immediate charge of the ward. Such room should be in such a position in the prison as to come frequently under the observation of officers passing, as well as of those specially charged with the duty of supervising it, and should be provided with apertures or means of inspection so placed that the whole of the interior may be easily seen by any officer inspecting it. Any irregularity, by whomsoever noticed. will be at once reported to the Governor.

413. The medical officer will report, in writing, to the governor, all cases of prisoners who are, in his opinion, although not certifiably insane, unfit for *ordinary* penal discipline by reason of mental deficiency however caused ; and he will give special attention to this matter on the occasion of the reception of prisoners. The following regulations will also be carefully observed:—

(1) Prisoners of this class, unless necessarily associated will be, as far as possible, located in contiguous cells, and segregated from others, " star " classification not applying.

(2) They will be, as far as possible, under the continuous charge of an officer, or officers, who will be selected for this charge by the governor, after consultation with the medical officer, and preferably from the hospital staff. A record of each case, its special treatment and history, will be kept, and be sent to the Commissioners by the medical officer with his annual returns.

(3) They will be dieted, in each case, as may seem fit to the medical officer ; and all divergencies from the diet of ordinary prisoners which may be ordered for them will be entered for the " Alterations in Diet " Book.

(4) They will do such untasked work, either in separation or association, as may be allotted to them by the Governor after consultation with the medical officer ; and no deprivation of stage privileges will apply to them without the concurrence of the Medical Officer. During working hours in cells, the cell doors will remain open as much as possible.

(5) Punishment will be awarded only with the concurrence of the medical officer.

(6) Prior to discharge a report, on which the medical officer will state his opinion that the prisoner is mentally deficient, and (when necessary) that he is, for the sake either of himself or society, in need of control, will be made by the governor to the police of the district to which the prisoner is about to be discharged, in order that, if he is again brought before any court, all the circumstances may be known to the court.

(7) They will, as far as practicable, be handed over to their friends, or to the workhouse authority on discharge.

(8) In the event of any such prisoner being re-committed to prison, a report will be sent to the commissioners.

414. When a prisoner is in hospital or under mental observation, the governor will acquaint the medical officer with any unfavourable news concerning him, such as refusals of petition, etc., before communicating it to him, and if the medical officer thinks harm would accrue to the patient by the receipt of such news, the governor will not communicate it to the prisoner until the medical officer concurs in his doing so.

415. It is desirable that prisoners—especially youthful ones—of an emotional or fretful disposition, whom it is considered necessary to keep under special observation should either be placed in association or in gated cells, rendering continuous inspection easy, and minimising the chance of suicide.

35. When a prisoner is received in an exhausted or dying condition, or whose mental state is doubtful, the medical officer will report the fact, in writing, to the governor, who will at once forward such report to the Commissioners, stating whether the attention of the reception officer was called to the condition of the prisoner by the police officer.

420. With reference to rule 172 the medical officer will, in the case of a penal servitude prisoner undergoing the probationary period of his sentence, report whether, in his opinion, such prisoner (1) is weak-minded, or (2) shows signs of being weak-minded which make it desirable or necessary that such prisoner be removed to a convict prison for outdoor associated labour or other special treatment, giving the grounds on which he bases his opinion ; which report the governor will forward to the Commissioners for their consideration.

Regulations and Standing Orders.

Convict Prisons.

Regulations for the Treatment of Weak-minded Prisoners in Parkhurst Prison.

1. The location of this class shall be, as far as possible, separate, and segregation on the " star-class " basis shall not apply.

2. They shall be under the supervision of a specially selected staff, to be detailed expressly for this purpose.

3. Such work shall be assigned as shall, in the opinion of the governor and medical officer, be best suited to each prisoner, who will be required to work but will not be tasked. Marks will be assigned by the principal officer in charge according to the opinion formed by him, from observation, of the aptitude and willingness of each prisoner. Special trades and employments such as painting, drawing, and fancy work, may be introduced in special cases, subject to the approval of the Visiting Director.

4. Any modification of the ordinary diet which may be necessary shall be made, as in the case of hospital patients, on the written recommendation of the medical officer in each case.

5. Ordinary offences shall be punished by the governor, after consultation with the medical officer. Extraordinary offences shall be punished by the Director. In assigning punishment, regard shall be had to the effect which any particular mode of punishment is likely to have on the mind of the prisoner. Marks for remission of sentence will not be forfeited.

6. Talking shall be allowed at exercise, and there shall be a full period of exercise on Sundays.

7. Prior to the discharge of each convict who is classed as weak-minded, the governor will make enquiries as to the ability and willingness of the friends to receive the convict, and the prospect or otherwise of his being able to earn his own living, and will report the result to the Director four months before such convict becomes due for release on licence, together with reports :—

(*a*) From the chaplain as to the general character, temper and disposition of the convict, and the probability or otherwise of his relapsing into crime, if released.

(*b*) From the medical officer, stating in detail the necessity or otherwise for special care after release.

IV. (a).—The number of prisoners reported by the Medical Officers of the various Local Prisons of England and Wales; who, although not certainly insane, were unfit for ordinary penal discipline, by reason of mental deficiency; and classed for convenience under the term weak-minded, for the years ended 31st March, 1903 and 1904:—

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	Year ended 31st March, 1903.	Year ended 31st March, 1904.
(*a*) Congenital deficiency:		
1. With epilepsy	35 } 133	27 } 138
2. Without epilepsy	98 }	111 }
(*b*) Imperfectly developed stage of Insanity	56	55
(*c*) Mental debility after an attack of Insanity	15	24
(*d*) Senility	24	24
(*e*) Alcoholic	55	50
(*f*) Undefined	50	54
TOTAL	333	345

(b). *Sex*:—

For the year ended 31st March, 1903:—

			Total Receptions.
Local Prisoners Weak-minded	Males	284	158,606
	Females	49	53,865
	Total	333	212,471

or the year ended 31st March, 1904:—

Local Prisoners Weak-minded	Males	297	168,932
	Females	48	54,372
	Total	345	223,304

The rate per 1,000 of prisoners received is:—

	Males.	Females.	Total.
1902–3	1·79	·91	1·56
1903–4	1·75	·88	1·54

Age:—

For the year ended 31st March, 1903, their ages ranged from 18 to 84 years of age, thus:—

Under 20 years of age	22
Between 20 and 30 years of age	85
„ 30 „ 40 „ „ „	93
„ 40 „ 50 „ „ „	67
„ 50 „ 60 „ „ „	33
„ 60 „ 70 „ „ „	20
„ 70 „ 80 „ „ „	9
Over 80 years of age	4
	333

Nature of Offence:—

Begging	75
Drunkenness	53
Stealing	34
Vagrancy	20

Nature of Offence—cont.

Assault	18
Sleeping-out	11
Indecency	14
Wilful damage	10
Sent from Workhouse	10
Loitering	8
False Pretences	5
Carnally knowing	3
Obscene language	3
Fraudulent enlistment	2
Hawking without licence	2
Neglect of, or cruelty to, children	2
Travelling without ticket	2
Debt	2
Gambling	2
Murder	2

The remainder is made up of single cases, such as Fraud, Arson, Sending threatening letter, Sacrilege, Living on Prostitute, Maiming sheep, Trespass, Threatening to discharge firearms, Unlawful possession, Unnatural crime, &c., &c.

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Previous Convictions :—

The previous convictions of the 333 returned for the year ended 31st March, 1903, are instructive, thus :—

1	had		105	previous convictions recorded.	
1	,,		70	,,	,,
2	,,	over	50	,,	,,
7	,,	,,	40	,,	,,
6	,,	,,	30	,,	,,
7	,,	,,	20	,,	,,
22	,,	,,	10	,,	,,
29	,,	,,	5	,,	,,
13	,,		5	,,	,,
16	,,		4	,,	,,
15	,,		3	,,	,,
28	,,		2	,,	,,
56	,,		1	,,	,,
130	,,		0	,,	,,
333					

COMMENTS ON IV. *a*.

It is to be observed that the figures 333 and 345 do not denote *all* who were feeble-minded in the various prisons during the two years, but only those who were feeble-minded *and* unfit for ordinary penal discipline, *i.e., the worst*, or the most obvious.

No figures, official, as to the actual number; difficult to estimate accurately for various reasons, *e.g.*, term difficult to define; many prisoners on reception soaked in alcohol, obscuring the actual mental condition; some who only under stress of circumstances betray their deficiency; personal factor of the observer—some recognising only those almost imbecile, others including a much larger range, which the former would describe as only vicious or cunning.

At the request of Dr. Donkin, I have asked the medical officers of all the local prisons of England and Wales to note down for the six months from the 1st December last, the number of prisoners received who are of such a low order of intelligence as to justify their being regarded as probably feeble-minded from an early age, and such as would be likely, by want of normal self-control, to get into mischief or commit crime. The total number of prisoners received during this period is available, so that the proportion of feeble-minded can be calculated. As there are over fifty observers, the fallacy of the observer taking different views is to some extent counteracted. Referring again to the classification, it will be noticed there are some mentally deficient, besides those who have been feeble-minded from birth or early age, and who are as much a danger to society.

The preponderance of males in the tables is worthy of notice, more especially when it is remembered that more females are certified insane than males, and more females sent to Inebriate Homes than males.

I do not think this is due to the fact that more male criminals are feeble-minded than female criminals, but possibly may be due to discipline being more exacting on the male than the female side of the prison, so that the medical officer finds it necessary to put more males into the category.

Age.—No age between late childhood and extreme old age is without examples, whilst 73 per cent. were in the procreative stage of life with its obvious corollary.

Offences.—Minor offences stand out prominently. Many beggars and vagrants.

Though the less grave forms of crime predominate, there is a potentiality in the feeble-minded class for crime of a more serious character.

Many are eventually sent into penal servitude for rape, arson, carnally-knowing, shooting with intent, manslaughter, and murder, who previously had several short sentences for minor offences.

Though not invariably the case, yet, in my opinion, it is not infrequently owing to the mental deficiency that these persons are offenders against the law. The offence may be the direct outcome, though more often is indirectly due, to mental weakness. For these individuals are easily led either into evil or good ways. They are less able to earn their own living both from physical and mental reasons. They are the least efficient in every trade or workshop, consequently they are the first to be discharged when work is slack, or from their inefficiency they lose one job after another, and take to tramping; in the first instance, *bona fide* in search of work, but soon to join the ranks of the professional tramp. It is to be noticed how many belong to this class, begging, vagrancy, sleeping-out, petty thieving, etc., being prominent offences.

Previous Convictions.

Although 130 out of 333 have no previous convictions recorded against them, the nomadic habits of these persons may account for none being recorded.

The bulk of them become habitual criminals. Their tendency to recidivism is strongly marked, and it would seem, from a consideration of individual cases to be almost an invariable rule for persons of this type who have once manifested criminal inclinations to become prison habitués, and to steadily deteriorate morally and intellectually under the present régime.

IV. (*c*).

Note.—For Records see Appendix III.

It has been found impossible, as promised, to obtain an accurate criminal record of each weak-minded prisoner recommitted to a local prison during the six months ended 30th September, 1904, who had been reported to the police on discharge on a previous sentence as mentally deficient and unfit for ordinary prison discipline; but I have prepared a list of forty-four prisoners so recommitted, which I have taken as much pains as possible to make accurate, and probably it will suffice to bring out clearly the danger to the community of letting loose a number of persons who are incapable of taking care of themselves, who are perpetuating the race of persons like themselves, and probably increasing in ratio every year.

IV. (*d*). WEAK-MINDED CONVICTS in 1903–4.

The 111 Weak-minded convicts in Parkhurst Prison at the close of the year ended 31st March, 1904, were classified as follows :—

(*a*)	Congenital deficiency :—	
	(1) With epilepsy 5 (2) Without epilepsy 53	58
(*b*)	Imperfectly developed stage of insanity	24
(*c*)	Mental debility after attack of insanity	4
(*d*)	Senility	8
(*e*)	Alcoholic	—
(*f*)	Undefined	17
	Total	111

Their offences were as follows :—

Larceny	24
Burglary, Housebreaking, etc.	18
Attempt to Murder, wounding with intent, shooting with intent, etc.	13
Arson	11
Carnal knowledge of girl under thirteen years of age	10
Murder	9
Fraud, obtaining money by false pretences, Forgery	6
Manslaughter	5
Rape	3
Receiving stolen goods	3
Unnatural Offences	2
Horse Stealing	2
Possession of explosives (treasonable offence)	1
Bigamy	1
Blackmailing	1
Robbery with violence	1
Killing a horse	1
	111

Previous Convictions:—

Of the 111 convicts	2	had incurred over	30
	3	„ „	20
	1	„ „	20
	24	„ „	10
	3	„ „	10
	4	„ „	9
	5	„ „	8
	2	„	7
	5	„ „	6
	5	„ „	5
	1	„ „	4
	5	„ „	3
	4	„ „	2
	12	„ „	1
	35	„ „	0
	111		

Of the above 2 had been previously sentenced to penal servitude four times; 3, three times; 9, twice; 24, once; 73 had incurred no previous sentence of penal servitude.—111.

The daily average of convicts for the year ended 31st March, 1904, was 2,900—giving a percentage of 3·8 weak-minded.

There were 2,961 male convicts in custody in convict prisons on the 31st March, 1904, of whom 111 were classed as weak-minded, or 3·7 per cent.

There were 152 female convicts in custody, of whom two were classed as weak-minded.

Of the 111 males, rather more than half were considered to have been mentally defective from early age—possibly it might be a larger proportion, because some of those placed in the table as due to other causes, may have been so.

The tables setting out their offences and number of previous convictions speak for themselves of the terrible careers and the mischief they must have wrought.

Dr. Treadwell, of Parkhurst Prison, I understand is to give evidence, and probably will enter more specifically into individual cases, but I should like to mention the case of "S. D." as an example of a male, and "R. J." as an example of a female.*

V.—Some Defects in the existing Methods of dealing with Feeble-minded Persons, so far as they affect those who come to Prison.

1. Feeble-minded persons drift into prison for want of attention in early life.

2. Feeble-minded persons sometimes are sent to prison because there is no other place in which to compulsorily detain them.

3. Possibility of increasing mental defect by being in prison.

4. That as ordinary prison discipline cannot be observed, they interfere with ordinary prison routine and discipline.

5. Expense in providing officers to look after them in prison.

6. Difficulty of knowing what to do with them on expiration of sentence.

7. Measures taken to prevent their recommitment to prison *ineffectual*.

8. There is a tendency for these persons to become habitués of prison, and for their crimes to increase in heinousness.

9. Great expense to the country, involved in continually sending these persons to prison.

10. Tendency, by procreation, of their number increasing, thus adding to the criminal and immoral classes.

VI.—Some Suggestions as to possible Remedies for the Existing State of Things.

I. Prevention of such persons being sent to prison, as far as possible, in the first instance.

II. Method of dealing with those who are so sent.

I.

(1) By seeking out, grading, and affording educational facilities for all feeble-minded children of school age in England and Wales.

(2) Keeping register or record of all such children.

(3) At end of school age, re-consideration of each case, and compulsory detention of those considered unsafe to be at large in Home Colonies, under certificate.

II.

I think if the above suggestions were thoroughly and systematically carried out that a very large proportion of feeble-minded who now come to prison would be eliminated, but doubtless some would escape even this net; others whose mental defect is not recognisable till stress of adolescence is reached and others who have deteriorated by dissipation, drink, and vice, or as a result of some bodily illness or adverse circumstances, old age, etc., would still be left, and have to be dealt with, when they drift into prison, as some probably would.

For these compulsory detention seems necessary and should be exercised by certificate much as lunatics are detained, two medical and one magisterial. The certificate might, in the first instance, be confined to a short period to be renewed, if necessary.

Cases might be sent from Courts, on evidence being produced to warrant the detention:

From prisons and inebriate reformatories.

From workhouses.

From the Home Colonies of the congenital group when unruly and found to be unsuitable there.

And possibly from lunatic asylums.

The condition of these places of detention should be made as little irksome as possible, compatible with safe custody.

Inmates should be made to work, and as far as possible, contribute to their own support. Work and good conduct should be the stepping stones to everything beyond a bare existence state of things.

Necessarily, they would have to be supervised and visited; and be under the authority of a responsible Department of the State, such as the Secretary of State for the Home Department, who also might include the feeble-minded homes for those who have not committed crime.

* *See* Question 3538 *et seq.*

Herbert Smalley, Esq., M.D.

3 April 1905.

APPENDIX No. I.

FORM FOR REPORT TO POLICE ON DISCHARGE FROM A LOCAL PRISON.

_____ *PRISON.*

The prisoner _____

who was convicted on the _____

at _____

of _____

and sentenced to _____

will be discharged from the above prison on the _____

_____

his intended address being _____

_____

I hereby certify that the above prisoner is mentally deficient, and is not, in my opinion, a fit subject for ordinary penal discipline.* _____

_____

_____

_____ *Medical Officer.*

* Such addition to be made here as will fully describe the prisoner's condition.

SIR

I am directed by the Prison Commissioners to transmit to you the above report, and to request that if the person to whom it refers is again brought before any Court you will be so good as to submit this document to such Court, before the case is dealt with, in order that the Magistrates may be made acquainted with the mental condition of the prisoner.

I am,

Sir,

Your Obedient Servant,

_____ *Governor.*

The _____

of Police,

APPENDIX No. II.

Form to report to Directors of Convict (W.M.) when approaching the date for release on licence. (Ticket-of-Leave.)

Herbert Smalley, Esq., M.D.

3 April 1905.

REPORT ON A CONVICT WHO IS CLASSED AS WEAK-MINDED.

Gen. Reg. No.	Name in full.
Criminal Case.	Court_____ Place_____ Date_____ Offence_____ Sentence_____ Pre. Cons._____ _____
O	_____ Prison, Date_____ 190 THE DIRECTORS, The above-named convict will be due for release on licence in the ordinary course on_____ Reports from the Chaplain and Medical Officer are appended hereto, and the result of my enquiries as to the ability and willingness of the friends to receive the convict, and the prospect or otherwise of the convict being able to earn his own living if released is as follows:—

No. 695

NOTE.—The Report of the Chaplain and Medical Officer will follow that of th Governor on this paper.

Herbert Smalley, Esq., M.D.

3 April 1905.

APPENDIX III.

CRIMINAL RECORD OF CERTAIN WEAK-MINDED PRISONERS.

Re-committed to a Local Prison during the six months ended 30th September, 1904, who had been reported to the Police on discharge on a previous sentence as mentally deficient and unfit for ordinary penal discipline.

Initial.	Prison.	Age and Sex.	Place and Court.	Date of conviction and number of pre. cons.	Offence.	Sentence.	Whether married or single.	Degree of Education. — Passed Standard.	Mental condition as described by Medical Officer or Officers.
I. A. G. A. -	Norwich.	37 Male.	East Dereham Petty Sessions.	8-7-4 8 previous convictions viz.: 3-11-97 3-6-99 23-1-00 17-8-00 14-2-02 27-5-02 19-9-02 3-6-04	Refuse work in Union. 1. Gross indecency with male person. 2. Refusing work. 3. Ditto. 4. Ditto. 5. Ditto. 6. Vagrancy. 7. Ditto. 8. Pauper refusing work.	14 days' H.L. 12 months' H.L. 14 days' H.L. 14 days' H.L. 1 month H.L. 1 month H.L. 14 days' H.L. 1 month H.L. 14 days' H.L.	S.	II.	Feeble minded, probably congenital, indicated by his manner and his mode of speaking. Physically weak, with weakness of hands and forearms, crippled in feet (club feet).
2. B. A.	Wakefield.	59 Male.	Huddersfield Petty Sessions.	25-4-04 5 previous convictions. (Between 1901-4.)	Obscene language. Three times "drunk." Twice begging.	7 days' imprisonment.	S.	Nil.	Weak-minded.
3. B. B.	Lancaster.	42 Female.	Barrow Petty Sessions.	3-8-04 3 previous convictions. 12-5-02 31-10-02 12-5-03	Drunk, etc. 1. Drunk. 2. Ditto. 3. Ditto.	14 days' H.L. or pay fine of 26/3. 7 days' H.L. 14 days' H.L. 14 days' H.L.	M.	Nil.	Stupid, lacks initiative, and does not seem to understand until orders are repeated several times.
4 H. B.	Wakefield.	35 Male.	Sheffield City Petty Sessions.	30-7-04 5 previous convictions. (Between 1899-1904.)	Obscene language. 1. Assault police constable. 2. Drunk. 3. Drunk. 4. Damage. 5. Breach of peace.	7 days' H.L.	S.	V.	Mental condition doubtful—Alcoholism.

5. H. B. -	Gloucester.	33 Male.	Nailsworth Petty Sessions.	28-7-04 17 previous convictions.	Wilful damage. Using threats - - - 1 Drunk - - - - 3 Sleeping out - - - 3 Resisting police - - 1 Common assault - - 1 Stealing - - - - 2 Wilful damage - - 1 Begging - - - - 2 Obscene language - - 1 17	2 months.	S	II.	Subject to fits of uncontrollable temper. Feeble minded. Medical Officer thought him at one time certifiably insane, but a second medical practitioner did not think of sufficient degree. Note.—He is believed to have been formerly in the Metropolitan police, but discharged on account of apparent aberration of mind, as shown by his going on his knees in the street to pray. Afterwards enlisted in Royal Artillery, deserted, was apprehended and discharged from Army. He fraudulently enlisted in the Guards, and was dealt with elsewhere than in Gloucester.
6. G. S. B. -	Bristol.	47	Bristol Petty Sessions.	14-9-04 15 previous convictions. (Between 1901 and 1904.)	Begging Begging - - - 11 Incorrigible rogue - - 2 Drunk - - - - 2 15	2 months' H.L.	S	IV	Partially demented—Weak minded—Unable to take care of himself—Chronic inebriate, will in time probably need certification as insane. He is believed to have had a respectable position at one time, and to have lost caste through drink, &c.
7. C. B. -	Lancaster -	40 Male	Lancaster County Petty Session	14-9-04 9 previous convictions	Begging - - - - Begging - - - 2 Sleeping out - - 2 Assault - - - 1 Defrauding Railway Company - - - 1 Drunk - - - 3 9	14 days H.L. Varying from 7 days to a month.	S.	IV.	Congenitally weak-minded.—Drinks to excess, is dull, stupid and does not appear to understand what is required of him.
8. C. C. -	Wormwood Scrubs	43 Male	North London Sessions	28-6-04. 21 previous convictions	Larceny and previous conviction - - - - Possessing house breaking implements - - 6 Larceny - - - 5 Burglary - - - 1 Incorrigible Rogue - 7 Being a suspected person 1 Under prevention of Crimes Act - - - - 1 21 (From October 1882 to March 1904.)	12 months H.L.	S.	I.	Weak-minded.—Is simple and childish in manner and general behaviour, answers questions in monosyllables. Quiet and well behaved. His mind is quiet undeveloped.

Herbert Smalley, Esq., M.D.
3 April 1905.

APPENDIX III.—CRIMINAL RECORD OF WEAK-MINDED PRISONERS—*cont.*

Initials.	Prison.	Age and Sex.	Place and Court.	Date of conviction and number of pre. cons.	Offence.	Sentence.	Whether married or single.	Degree of Education — Passed Standard.	Mental condition as described by Medical Officer or Officers of Prison.
9. J. C. -	Bristol - -	52 Male	Bristol Petty Sessions	20-9-04 5 previous convictions	Begging - - - - 1 Drunk (Shepton Mallet) about 8 years ago. 1 Drunk (Weston-super-mare) July, 1904. 3 Begging (Bristol) (July and August, 1904).	12 days H.L.	M	III.	A broken down prematurely senile inebriate. Was in the army for many years, now degraded and dirty. *Note.*—Probably there are other convictions but not verified.
10. S. C. -	Lancaster -	50 Female	Lancaster County	10-9-04 8 previous convictions	Lodging in the open air -	3 months H.L.	W.	I can only read.	On the verge of insanity, insubordinate and abusive.
				15-10-94	Stealing a watch - - 1	4 months H.L.			
				7- 3-99	Begging - - - 1	3 days imprisonm't			
				25- 4-99	Sleeping out - - 1	7 days H.L.			
				17- 6-99	Ditto - - - - 1	14 days H.L.			
				4- 5-03	Housebreaking - - 1	6 months H.L.			
				11-11-03	Sleeping out - - 1	14 days H.L			
				5-12-03	Ditto - - - - 1	1 month H.L.			
				14- 5-04	Ditto - - - - 1	3 months H.L.			
					8				
11. M. D. -	Lancaster -	40 Female	Barrow Petty Sessions	3-9-04 8 previous convictions	Drunk - - - - - Ditto - - - - 2 Prostitution- - - 6 8 (From 1902 to 1904.)	1 month H.L.	S.	I.	A confirmed drunkard. Weak-minded but not certifiable. Always laughing in a silly manner. Dances in her cell when she thinks she is unobserved.
12. L. E. - -	Bristol	27 Male	Bristol Petty Sessions	20-9-04 5 previous convictions	Begging Begging - 2 } Bristol Sleeping out 2 } Begging - 1 Lawford's Gate 5	1 month H.L. 1904	S.	II.	A Negro. Manner strange and childish—is progressively deteriorating. Was again sent to prison on remand on 28th September, and was certified insane and sent to asylum.

13. J. G. - -	Bristol	40 Male	Bristol Petty Sessions	30-8-04 22 previous convictions	Stealing money Stealing - - - 15 Drunk - - - - 2 Malicious damage - 1 Prevention of Crimes Act 1 Loitering - - - 1 Indecent exposure - 1 Assault - - - 2 22	Awaiting trial	W.	II.	An Imbecile. *Note.*—Was sent to an Industrial School in 1880; to Reformatory School in 1884.
14. H. G. -	Wormwood Scrubs	73 Male	N. London Sessions	28-6-04 16 previous convictions (From September, 1895, to April, 1903)	Rogue and Vagabond Begging - - - 13 Incorrigible Rogue - 3 16	12 months H.L.	S.	III.	Weak mind—conduct and manner eccentric; conversation as a rule rational, but periodically is silly—memory good, can read French.
15. M. G. - -	Manchester	65 Male	Manchester City Police Court	17-6-04 11 previous convictions 15-11-99 20-3-01 7-4-02 20-4-02 4-8-02 13-12-02 2-5-03 13-6-03 30-7-03 14-9-03 8-1-04	Neglect of Family Unlawful possession of lead 1 Drunk - - - - 1 Begging - - - 1 Drunk - - - 1 Begging - - - 1 Ditto - - - 1 Ditto - - - 1 Lodging out - - 1 Begging - - - 1 Ditto - - - 1 Ditto - - - 1 11	3 months H.L. 7 days 3 days 7 days 7 days 14 days 3 calendar months 1 month 14 days 1 month 1 month 3 months	W.	Nil	Simple and childish, memory indifferent, apathetic and lazy in habits. Approaching senile dementia, but quiet and harmless and not of sufficient degree to warrant certification as insane.
16. A. F. G -	Worcester	26 Male	Malvern Petty Sessions	14-12-04 15 previous convictions (From March, 1899, to February, 1904)	Sleeping out Sleeping out - - 10 Drunk - - - - 2 Incorrigible rogue - 2 Cruelty to animals - 1 15	3 months H.L. From 7 days to to 3 months Fined 1 month Fined	S.	IV.	Mentally deficient, not actually insane, but of low intellectual type; very lazy and indifferent.
17. C. H. - -	Wakefield	60 Male	Barnsley Borough Petty Sessions	15-9-04 5 previous convictions	Begging Begging - - - 14 Incorrigible rogue - 1 15	3 months H.L.	S.	Nil	Has been in a lunatic asylum with an attack of alcoholic insanity, not certifiably insane now, but exhibits impairment of memory, dulness of apprehension with hebetude. Speech slow, hesitating and indistinct. No evidence of delusion nor hallucination.

Herbert Smalley, Esq., M.D.
3 April 1905.

APPENDIX III.—CRIMINAL RECORD OF WEAK-MINDED PRISONERS—*cont.*

Initials.	Prison.	Age and Sex.	Place and Court.	Date of conviction and number of pre. cons.	Offence.	Sentence.	Whether married or single.	Degree of Education. Passed Standard.	Mental condition as described by Medical Officer or Officers of prison.
18. W. H.	Wakefield	61 Male	Barnsley Borough	16-5-04 13 previous convictions	Begging Begging - - - 12 Incorrigible rogue - 1 13	3 months H.L.	S.	I.	Weak-minded.
19. J. I.	Wakefield	35 Male	Halifax Petty Sessions	17-9-04 18 previous convictions	Begging Begging - - - 17 Frequenting - - 1 18	1 month H.L.	S.	I.	Betrays complete mental vacuity, remote memory almost nil, recent memory much impaired, all reactions are delayed. Has the head, ears and palate of congenital weakness. Is not sufficiently defined to certify as demented.
20. B. L.	Manchester.	40 Male	Manchester City Police Court	7-9-04. 8 previous convictions (From 1899 to 1904)	Lodging out Begging - - - - 8	1 month From 7 days to 2 months	S.	?	Weak-minded.
21. T. J.	Stafford	61 Male	Bilston Petty Sessions	15-4-04 5 previous convictions 26-8-96 5-5-03 18-7-03 2-9-03 29-9-03	Stealing chain Defrauding Railway Co. - 1 Stealing pair of trousers - 1 Drunk - - - - 1 Trespass - - - - 1 Stealing 20s. - - - 1 5	1 month H.L. 14 days 1 month H.L. 14 days H.L. 7 days IMP. 21 days H.L.	M.	IV.	Senile—mind and body—noisy at times, eccentric and occasionally rambling and somewhat incoherent. It is believed that he was once in business (cashier in a large firm), but some eight years ago lost his employment through death of proprietor, and he has gradually sunk lower and lower in the social scale.
22. D. M.	Lancaster.	20 Male	Lancaster Boro' Petty Sessions	8-9-04 21 previous convictions (From 1891 to 1904)	Loitering Assaults - - - 5 Poaching - - - 5 Drunk - - - 6 Stealing - - - 2 Brawling - - - 1 Fighting - - - 1 Damage - - - 1 21	7 days H.L. From 7 days to 5 months	S.	IV.	Have known him for ten years. Never been bright in intellect. Latterly has become morose, hypochondriacal, and apt to be violent.

23. J. M. -	Wormwood Scrubs.	46 Male	N. London Sessions	10-5-04 7 previous convictions (From August, 1902, to June, 1903.)	Rogue and Vagabond Begging - - - - 5 Incorrigible rogue - - 2 7	12 months H.L.	S.	II.	Of low type, mental powers undeveloped and very sluggish; his general conduct and manner are simple, his habits are lazy and untidy. Eyesight defective.
24. J. M. -	Wormwood Scrubs.	42 Male	N. London Sessions	10-5-04 14 previous convictions (From August, 1898, to June, 1903)	Rogue and Vagabond Begging - - - - 8 Incorrigible rogue - - 6 14	12 months	S.	II.	Is of low type. Intellect quite undeveloped. Simple in manner and conversation—asks the same questions day after day—has never used his reasoning powers. Never had any regular employment. Physical condition poor. Toes of both feet much distorted.
25. J. M. -	Manchester.	33 Male	Manchester City Police	2-7-04 1 previous conviction	Begging Begging - - - - 1	7 days H.L.	S.	Nil.	Weak-minded.
26. F. M. -	Wakefield.	21 Male	Dewsbury Boro' Petty Sessions	26-4-04 3 previous convictions (From 1902 to 1904)	Obscene language Begging - - - - 1 Gaming - - - - 1 Stealing 6d. - - - 1 3	7 days	S.	II.	Weak-minded.
27. W. O. -	Lewes.	54 Male	East Grinstead	26-9-04 3 previous convictions 25-3-04 25-3-04 22-6-04	Fowl stealing Stealing a rabbit - - 1 Stealing vegetabes - - 1 Stealing two shirts - - 1 3	14 days H.L. 14 days H.L. 3 months	M.	Imper.	Weak-minded. Filthy and disgusting in habits and expression, has not moral power to resist any idea that may occur to him. Not certifiable as insane, but probably will become so in the future.
28. J. R. -	Preston	47 Male	Chorley Petty Sessions.	7-6-04 21 previous convictions (From 1882 to 1904).	Drunk, etc. - - - - Drunkeness - - - 15 Making a great noise - 3 Assaulting a female - 2 Assaulting a female with intent to ravish - 1 21	1 month	S.	I.	Weak intellect, from an imperfectly developed brain, evidenced by his lack of expression, unkempt appearance, somewhat dirty habits and simple manner of speech. He is inoffensive, and harmless; and able to yet earn a precarious living as a drover. From accounts received he seems to get into trouble by losing his temper from being teased by children, and chaffed by men. (— ? Harmless—*See* previous conviction.—H.S.)

Herbert Smalley, Esq. M.D.
3 April 1905.

APPENDIX III.—CRIMINAL RECORD OF WEAK-MINDED PRISONERS—*cont.*

Initials.	Prison.	Age and Sex.	Place and Court.	Date of conviction and number of pre. cons.	Offence.	Sentence.	Whether married or single.	Degree of Education — Passed Standard.	Mental condition as described by Medical Officer or Officers of prison.
29. W. S.	Cardiff.	36 Male	Cowbridge Petty Sessions.	27-7-04 2 previous convictions (Both in 1904)	Wandering abroad - - - Sleeping out - 2	7 days H.L.	M.	III.	Weak-minded—almost an imbecile. Is said to have served in Royal Engineers as an electrician—was employed as a watch repairer—and to have started business later for himself, and for a time did well at Porth —Drink and gambling led to his ruin.
30. W. S.	Wakefield.	38 Male	York E.R. Petty Sessions.	18-6-04 5 previous convictions	Begging - - - - Begging - - - 4 Sleeping out - - 1 — 5 —	14 days H.L.	S.	IV.	Weak-minded.
31. F. S.	Wakefield.	50 Male	Wakefield City Petty Sessions.	30-5-04 73 previous convictions	Disorderly pauper - - Larceny - - - 6 Drunk - - - - 39 Assault - - - 13 Obstruction - - - 5 Sleeping out - - 2 Disorderly pauper - 2 Damage - - - 2 Rogue and Vagabond - 2 Begging - - - 1 Loitering - - - 1 — 73 —	3 months H.L.	S.	II.	Weak-minded—has been frequently in Lunatic Asylum and is at times liable to attacks of more or less excitement, when he becomes incoherent, restless and noisy.
32. H. T.	Wakefield.	22 Male	Dewsbury Petty Sessions	22-8-04 5 previous convictions (In 1893-4)	Begging - - - - Begging - - - 4 Drunk - - - - 1	1 Month H.L.	S.	I.	Condition generally one of congenital weak-mindedness, but not technically insane—has cranial and and facial stigmata of degeneracy—palate arched, facial muscles constantly twitching—difficult to elicit anything from him; he stands humped up and never raises his eyes except to look furtively round—memory much impaired (Nil for remote events.) Much mental confusion.

33. E. T. or E. J.	Winchester	31 Female	Aldershot Police Court	26-5-04 22 previous convictions (Between 1900-1904.)	Trespass, Riotous Prostitute Exposing child - - 2 Indecent Act - - 1 Neglecting children - 1 Drunk in charge of child 5 Drunk - - - 5 Obscene language - 2 Riotous Prostitute - 6 22	1 month and 1 month H.L. From a few days to 3 months.	M.	II.	Weak-minded.
34. W.T.	Bristol	19 Male	Bristol Petty Sessions	28-9-04 4 previous convictions (Between 1900-1904.)	Stealing rope and iron - - Stealing lead - - 1 „ brush - - 1 „ tools - - 1 „ old iron - - 1 4	10 weeks H.L.	S.	III.	A vacant looking, silly man, mental capacity limited, lazy and untidy.
35. T.T.	Northallerton.	56 Male	Bedale Police Court.	10-6-84 1 Previous conviction	Exposing his person Exposing person	1 month 1 month H.L.	S.	Nil.	Weak-minded.
36. G.W.	Wormwood Scrubs.	63 Male	North London Sessions.	23-6-04 17 previous convictions	Rogue and Vagabond Incorrigible Rogue - - 5 Begging - - - 12 17 (Between May, 1897, and August, 1903).	12 months H.L.	Wr.	II.	Weak mind. Manner and habits of thought are childish and simple; his reasoning powers are limited; he is usually fairly well conducted, but he is very indolent.
37. J.W.	Wakefield	39 Male	Dewsbury Petty Sessions.	7-9-04 77 previous convictions	Begging. Begging - - - - 36 Rogue and Vagabond - 32 Drunk - - - - 5 Obstructing footpath - 1 Assault - - - - 1 Game Trespass - - 1 Desertion from Army - 1 77	1 month H.L.	S.	I.	Shews great mental confusion and loss of memory, especially for recent events. Cannot say what he had for dinner yesterday, or what year or month it is. Powers of attention impaired. Question reaction slow and confused. Congenitally weak-minded.

APPENDIX III.—CRIMINAL RECORD OF WEAK-MINDED PRISONERS—*cont.*

Initials.	Prison.	Age and Sex.	Place and Court.	Date of conviction and number of pre. cons.	Offence.	Sentence.	Whether married or single.	Degree of Education. Passed Standard	Mental condition as described by Medical Officer or Officers of Prisons.
38. T.C.	Pentonville	32 Male	Westminster Police Court.	15-8-04 1 previous conviction	Begging and 3 assaults. Wilful Damage.	14 days H.L. 1 month H.L. 1 month H.L. 1 month H.L.	S.	Nil.	Weak-minded drunkard. Has had several attacks of alcoholic hallucinations, for which he has been in asylums. At all times morbidly irritable, and under influence of small amount becomes aggressive. When sober he shows a moderate degree of intelligence, but is, or professes to be, prone to hypochondriacal notions.
39 J.B.	Pentonville	36 Male	Westminster Police Court.	12-8-04 3 previous convictions	Drunk. Attempt Suicide - - 1 Drunk - - - - 2	3 months or sureties.	M.	IV.	Chronic alcoholic, who, since severe concussion of the brain in 1900, shows extreme proneness to the development of brain phases under the influence of alcohol. In these he has shown tendency to suicide (attempted to cut brachial artery on one occasion, and on another inflicted deep wound in neck). He has also, through delusions expressed in confusional state, given reason to suppose that he is liable to homicidal impulses. On recovery from his drinking bouts he shows no definite symptoms beyond a morbid irritability.
43. W.S.	Pentonville	47 Male	Marlboro' Street Police Court.	8-8-04 61 previous convictions	Assault Police Assaults - - - - 3 Drunk - - - - 58	6 months H.L.	S.	Nil.	Mentally deficient, probably through congenital defect, aggravated by alcoholic excess. Constantly in prison for drunkenness. He has never learned to read or write, and is unable to give any clear account of his history. He is quite unamenable to prison discipline, but is capable of a very simple kind of manual labour, and shows zeal and willingness in performing it.

41. W. S.	Pentonville.	28 Male.	Marlboro' Street Police Court.	20-6-04. 4 previous convictions.	Wilful damage - - - Larceny - - - 2 Unlawful possession - 2 4	2 months H.L.	S.	III.	Weak-minded. No clear family history, but appearance and mental symptoms are those of hereditary defect. Memory rather weak, judgment distorted, attention rapidly fatigued, manner jerky and shifty, facial innervation, irregular and spasmodic. A tendency to hypochondriacis—nothing definitely morbid in thought—unamenable to discipline and morbidly irritable.
42. A. M.	Pentonville.	61 Male.	Westminster Police Court.	13-8-04. 5 previous convictions.	Drunk - - - Drunkenness - -	6 months or sureties	M.	Nil.	Weak-minded—Defect due to senility and alcoholism. His memory is weak, and his reasoning powers feeble; he is emotionally very unstable, subject to outbursts of hypomania, with vague and unorganised delusions of a religious and persecutory tendency. (Foreigner, probably Italian.)
43. F. B. H.	Pentonville.	29 Male.	Marylebone Police Court.	19-8-04. 3 previous convictions.	Incorrigible rogue - - -	4 months H.L.	S.	IV.	Is of weak mind. Comes of insane stock and has been eccentric since youth, unable according to his own account to get on with his relatives or to settle down to any definite occupation. States that he enlisted at age of 20 and after 6 years' service was invalided for insanity and seems to have done no work since. In prison he is dull, idle and unamenable to discipline. Shows tendency to evolve delusions of hypochondriacal and persecuting contest and to interpret common occurrences as connected therewith.
4 F. C.	Pentonville.	32 Male.	Marlboro' Street Police Court.	17-5-04. 1 previous conviction.	Rogue and Vagabond - -	3 months H.L.	S.	Nil.	Of weak intellect from congential defect. —Failed to learn anything at school—and has always got his living by begging with a thin disguise of hawking. Physically deficient—undersized—with a symmetrical face and irregular innervation of muscles of expression. Ideas as to time and place limited to the needs of the lowest existence. In prison, manages oakum-picking but fails to acquire any other training. This incapacity is unaffected by punishment.

Herbert Smalley, Esq., M.D.
3 April 1905.

Herbert Smalley, Esq., M.D.

3 April 1905.

Vide p. 177, col. 1.

3303. (*Dr. Dunlop.*) I will begin with the latter part of your statement, the first clause in Section 5, which reads: "Feeble-minded persons drift into prison for want of attention in early life. Feeble-minded persons sometimes are sent to prison because there is no other place to compulsorily detain them." That, of course, is a very strong statement, but it is, nevertheless, the fact; it is perfectly true?—Yes, I think it is true.

3304. What is more, it is closely borne out by a considerable number of the cases that you give in detail?—Quite so.

3305. I think it would be instructive to go over a few of these cases with you in support of that statement. In case No. 6, you have a man who is described as partially demented, and will in time probably need certification as insane, which means that he is practically insane now. He was sent for two months to prison with hard labour. From that case it is quite fair to assume that he was simply sent to prison for safe keeping?—Yes, I think it is a fair assumption as far as the safe-keeping goes.

3306. In case No. 10, a female on the verge of insanity, insubordinate and abusive, lodging in the open air, three months' hard labour. That is another case sent to prison for safe keeping?—Of course there are different views to be looked at in regard to the case. There is the medical aspect, and possibly the magistrate's aspect, who sent her.

3307. What do you suppose the magistrate's position in the matter is. Why should he give such a tremendously long sentence as three months hard labour, for sleeping in the open air?—She had had several shorter sentences for something of the same kind before.

3308. They had no practical effect?—That is true.

3309. That is another case pointing to prison being used for the safe custody of the feeble-minded?—Yes, I think sometimes such cases are sent in the hope that they may be certified in prison.

3310. No. 16 is sleeping out, again—three months' hard labour. "Mentally deficient, not actually insane, but of low intellectual type." That is another case palpably sent to prison for safe custody?—Apparently, yes.

3311. No. 17 begging, three months' hard labour—"has been in a lunatic asylum," is the description?—Yes.

3312. Another case of a lunatic?—Yes, a person of unsound mind, and possibly some might think the case certifiable as a lunatic.

3313. No. 18—A weak-minded person, sentenced to three months' hard labour for begging?—Yes.

3314. No. 23—"A male of low type; mental powers undeveloped and very sluggish; his general conduct and manner are simple; his habits are lazy and untidy"; convicted as a rogue and vagabond, and sent to prison for twelve months with hard labour?—Yes.

3315. Presumably another of the same?—Yes.

3316. No. 24—"Low type; intellect quite undeveloped"—that means imbecile, does not it?—Yes, I should imagine so.

3317. "Sent to prison for twelve months as a rogue and vagabond"?—Yes.

3318. That is another case sent to prison for care as a weak-minded person?—Yes.

3319. No. 31—"Weak-minded; has been frequently in Lunatic Asylum, and is at times liable to attacks of more or less excitement, when he becomes incoherent, restless, and noisy." That is undoubtedly a case of recurrent mania?—Yes, and possibly certifiable at times.

3320. Sent to prison for three months' hard labour as a disorderly pauper?—Yes.

3321. That case alone is sufficient to establish the fact that lunatics are sent to prison?—I think so.

3322. Case 36—"Weak-minded; manner and habits of thought are childish and simple; his reasoning powers are limited; he is usually well conducted, but he is very indolent." That is an imbecile, is not it?—I should imagine so.

3323. Sent to prison for twelve months with hard labour, as a rogue and vagabond?—Yes.

3324. 39 and 40, 42, 43, and 44 are similar cases?—Yes.

3325. I need not dilate on them. So that your statement that the defectives are sent to prison for want of any other place of safe custody is well supported by the facts which you give later on in the individual cases?—Yes.

3326. As regards the treatment of these weak-minded persons at the end of their sentences, you state in your evidence that this report to the police, Appendix No. I of the statement, (*vide page 178*) is, in plain English, useless?—Yes.

3327. It does not secure the care and detention for these people elsewhere, and they find their way back to prison?—Quite so.

3328. Could you give us some instances of that?—All these forty-four cases that I have quoted have been previously reported to the police, so it has been ineffectual in those cases, at any rate.

3329. The standing order of the prisons lays down a method of procedure in the case of mentally defective persons who are considered to be certifiable, but their insanity is not very extreme, and there is no urgency, and that is that they may be certified within ten days of the expiry of their sentence, and that certificate with its order is equivalent to a certificate and an order for detention as a pauper lunatic when the sentence expires. I see by the last Annual Report of the Prison Commissioners that that procedure was only used thirty-two times, which shows that there was something not very satisfactory about it. Can you tell me what it is?—Are you referring to the prisoner being certified as a pauper, or a criminal lunatic?

3330. I will give you the wording of the rule: "When the prisoner so certified is undergoing the sentence, and is within ten days of the expiration of such sentence, when the nature of the case is not urgent the Governor will proceed under Section 7 of the Act, and bring the case before a member of the Visiting Committee or some other Justice having jurisdiction, laying before him the certificate and notice and request him to make an order for the prisoner's detention as a pauper lunatic. The Justice's Order will take effect at the expiration of the prisoner's sentence"?—I think that is because the ordinary cases will be certified as criminal lunatics. There is such a short time to complete their sentence that they think it not worth while to make them criminal lunatics. They become pauper lunatics.

3331. Quite so, but I see that is only used thirty-two times out of all the prisoners that passed through England in the year 1903-4. Is there any fault with that; is it an impracticable course to adopt?—I do not know that there is any fault with it, the number 32 is 25% of the whole number certified insane in the year.

3332. Have you come across cases that have been discharged a few days afterwards by the local authorities?—No.

3333. Would you be in the way of hearing of them or not?—No, I should not be in the way of hearing of those cases.

3334. You are aware of the very wide powers of discharge that asylum authorities have. They can discharge their lunatics unrecovered in certain cases, or call them recovered?—Yes.

3335. In your experience do many of these discharged, imperfectly recovered, lunatics find their way to prison?—Certainly, I think some do.

3336. A large number?—I would not like to say a large number—a certain number do.

3337. Some of the cases you quote here?—Yes.

3338. I dare say if you took the trouble to look for it you could find a good many more?—Yes, we should find a good many cases of lunatics or semi-lunatics who have been in asylums and discharged as recovered.

3339. And coming to prison within a few days of their discharge in many cases?—I should not like to say a few days. Within a short period.

3340. As regards the treatment of weak-minded persons in convict prisons, there is a very complete way of dealing with weak-minded convicts?—Yes.

3341. Perfectly satisfactory; they are thoroughly well cared for and classified ?—Yes.

3342. Would you give the same opinion as regards the treatment of weak-minded in ordinary prisons. Is there the same sort of classification and individual treatment ?—No, it is not so good in local prisons as it is in the convict prisons.

3343. In local prisons the weak-minded persons are more or less treated the same as the ordinary prisoner ?—No, there are means of treating the weak-minded in the local prisons, though they are not so good as in the convict prisons.

3344. Can you tell us what is done ?—The local prisoner is placed in association in hospital if necessary. If not necessary to associate, he is put in a cell contiguous to others of the same class. As far as possible they are under the continuous control of an officer or officers. They are dieted as the medical officer thinks fit. They are put to such untasked work as he thinks best for them. They are not punished for breach of prison discipline without the concurrence of the medical officer, and the record of each case is sent to the Prison Commissioners by the medical officer with his annual report. Especial instructions on discharge are taken. Those on discharge are reported to the police, and if possible they are handed over to the care of friends or to the workhouse authority, and if they are re-committed the report of the circumstance is sent to the Commissioners at once.

3345. These instructions are fully carried out in the prisons, are they ?—They are carried out.

3346. There is a point you draw attention to, that is, a much larger number of male weak-minded persons have been reported than female weak-minded persons, in prison. What is your explanation of that ?—I think first of all, in prison the males are subjected to rather severer discipline than females, and consequently the medical officer cannot allow so many to pass for the ordinary discipline. Therefore it appears as if there were more males than females. I think that is the chief reason. I think also that it is possible a feeble-minded woman might be let off more easily than a feeble-minded man by the Courts.

3347. Or in other words, is it a fair assumption to take it that the average intelligence of the female habitué in a prison is lower than the average intelligence of the male habitué; they are more weak-minded, and the prison discipline is consequently softened to meet their requirements ?—I do not think there is very much difference, as far as I can see, between the number of males and females weak-minded; nor that the average intelligence is lower amongst the women.

3348. It is a fact that there are more recidivist females than males, relatively. Once a woman goes to prison, the chances are she goes back, and back, and accumulates a large number of sentences; more than there is in the other sex ?—I am not sure of that.

3349. Can you tell me the number of persons in England with 100 previous convictions—the number of males and females ?—No, I could not.

3350. Let us come to your suggestions. The first important suggestion is the treatment of weak-minded children, which is doubtless all-important. The second heading refers to the weak-minded persons developing later in life, or discovered later in life. The first group of these you say generally are the congenitals escaping efficient treatment when they are young ?—Yes.

3351. The next cases are the results of dissipation—insanity or weak-mindedness resulting from dissipation ?—Yes.

3352. And the third group is proper insanity in—completely recovered from ?—Yes.

3353. These are the asylum cases ?—Yes.

3354. They are a recruiting ground for these weak-minded delinquents, are they not ?—Yes.

3355. From that suggestion, is it not very necessary indeed that the power of discharge of lunatics from ordinary asylums should be restricted—the absolute power at present possessed by Local Authorities and Asylum Superintendents should be interfered with ?—I should not like to say that.

3356. You know they do not like prison cases; they are greatly disliked in asylums, is not that so ?—Yes, they are very troublesome cases.

3357. They will do their level best to get rid of them ?—I am not prepared to say they discharge the prison lunatic more freely than they would discharge the non-prison lunatic.

3358. Perhaps you do not follow up the cases afterwards ?—One only sees our own men and women come back.

3359. The compulsory detention of these weak-minded persons you think all-important ?—Yes.

3360. And indefinite detention, so long as they remain weak-minded ?—Yes, but I think there is a possibility that some might be sorted out after a time and let out on a licence under the supervision of an appointed guardian who should be responsible for them, and to whom they should report themselves frequently. The guardian himself reporting periodically of the doings of the individual, to the central authority, whoever that may be, who has jurisdiction of the Feeble-minded Homes and Colonies.

3361. In fact, in a manner comparable to the conditional liberation of a criminal lunatic ?—Yes, quite so.

3362. But detention and guardianship are essential ?—Yes.

3363. And the present prison treatment is perfectly useless ?—Quite.

3364. You make the remark, or infer, that these reports to the police refer to uncertifiable lunatics—cases that have not been certified ?—Yes.

3365. Because they are uncertifiable ?—Yes.

3366. Have you compared the terms of that certificate with the terms of an ordinary lunacy certificate ?—No, I cannot say I have, although I believe I drew it out myself.

3367. The terms of the report are a great deal stronger than a lunacy certificate—it includes all there is in a lunacy certificate and something over and above ?—I dare say it does.

3368. So that every person who can be reported upon is a really certifiable lunatic ?—There is such a very great deal of difference in what people view as feeble-mindedness; personally I do not think I should certify as insane under present conditions some people that we now certify as feeble-minded.

3369. What is the general understanding in the prison service, what is the sort of test for insanity ?—It is left to the medical officer to judge.

3370. Is there any standard ?—No, it is left entirely to his judgment.

3371. The lunacy certificate is exceedingly comprehensive—"unsound mind and requiring care and treatment." Is that in practice added to? Is simple unsoundness of mind considered sufficient or is anything further requisite ?—No, I think he would view it much in the same way. Of course our medical officers find great difficulty in certifying what may be called *quasi* cases because they know from practical experience that in a short time they are let out again from the lunatic asylum; therefore it seems to be no good to do so.

3372. That is the point I wanted. They do not certify them knowing that they would be discharged shortly afterwards and it is a waste of trouble ?—I do not know that that would apply to all the cases but some of them, at any rate.

3373. (*Mr. Burden.*) Among the class of prisoners you term feeble-minded I suppose you would include a great number of so-called habitual drunkards ?—Yes.

3374. Many of such persons are constantly committed to Holloway from the London Courts ?—Yes.

3375. Are you of opinion that a fair proportion of these cases are born feeble-minded ?—I am.

3376. And that their drunkenness is merely evidence of such feeble-mindedness ?—Exactly.

3377. I suppose you would know many persons who are repeatedly committed to prison for short sentences during many years ?—Yes, we have some celebrated people at Holloway.

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3378. During those years in and out of prison have you been able to watch any cases individually?—Not very much, personally, because nearly all my prison service was done amongst convicts.

3379. So you would be unable to say during the years past whether the mental condition has improved or deteriorated?—I think there is no question about its deterioration.

3380. As years pass they get worse?—As years pass they get worse.

3381. Then you agree that these short prison sentences invariably result, not in improvement, but rather in still further mental deterioration?—It does not affect them one single bit as far as their drinking goes—the imprisonment does not.

3382. But their drinking affects their mental condition; or rather their mental condition gets worse, and they drink still more?—Yes, they get as much as they can; I do not know whether they can drink much more.

3383. Are you of opinion that the constant sentencing of these people to short terms of imprisonment is of no value at all?—No value.

3384. May I take it that it is your opinion with regard to these feeble-minded habituals, if they were tackled earlier, I mean years before they are generally taken in hand, there would be more hope of reforming them?—Undoubtedly; I think these young weak-minded persons are just as easily influenced for good as for evil. Many of them go in the direction of least resistance. People around them are drinking, therefore they drink. If the people around them did not drink, they would not drink.

3385. Have you any idea how many such cases go through Holloway in the course of a year?—No, but Dr. Griffiths would be able to tell you, I should imagine.

3386. Are these cases generally speaking troublesome people to deal with?—Very often they are.

3387. The Inebriates Act of 1898 has been in force some five or six years and many people have been sentenced especially under that. I am informed that the number of London cases alone at present under detention is nearly 400. Has there been any appreciable diminution of the misconduct in the prison during that period?—I think there has slightly; more especially noticeable at Holloway.

3388. Can I take that just a little further, and ask you whether you think that has been so the last six or twelve months, more than during the previous period?—No, I could not say that. One thing I noticed not long ago at Holloway: a woman who had been sentenced for three years in an inebriate home—I do not know how long she had been in, but she had been out on license—has been back at Holloway on two or three occasions, but they tell me her condition is not nearly so bad as it was prior to her going to the inebriate home. Although she has come in for drunkenness, yet she has not been so refractory, and not been so violent or destructive.

3389. Then the law has been beneficial both to the prisoner and the prison; it has made the prison more easy to manage?—Yes, and there is no doubt it has eliminated some few of the very chronic cases who were formerly always, or more or less always, in prison.

3390. Then you think that the treatment of these feeble-minded drunken women, otherwise than in prison, besides benefiting them improves the conduct of the prisons in the end?—It has.

3391. I need not ask you whether you consider a prison a proper place for these persons; you would say not?—No, it is not.

3392. Many of these feeble-minded, especially the habitual drunkard feeble-minded that are sent to Holloway are sent for attempted suicide on remand or after sentence, are they not?—Many women are sent to Holloway for attempted suicide who are chronic alcoholics.

3393. I think I have been told that about 2,000 cases a year in London alone are dealt with by the police, but that a very much smaller number get sent on remand to prison?—I do not know. An enormous number of attempted suicides are sent to Holloway every year. 228 women were remanded in London, for the year ended 31st March, 1904.

3394. Do you think it would be true that while there are more than 2,000 attempted suicides in London in the course of twelve months, only some eighty or ninety are eventually dealt with by being sent to prison or reformatories?—No, I cannot say.

3395. Do you think that sending an attempted suicide to prison for a fortnight or three weeks is of any use?—It gets her or him sober, but beyond that I do not know that is is of much use.

3396. It does not remove the cause of the attempted suicide?—It might, if it is alcoholic, to some extent.

3397. Supposing the person began to drink again?—That is another thing.

3398. Do you think these attempted suicides are offences *per se* which should be punished, or do you think they are due to some other cause?—I think some other course would probably be more beneficial than sending them to prison.

3399. They are more likely to recover and less likely to come back again?—You see in many of these cases imprisonment is no new thing to them; they do not mind prison.

3400. Perhaps, you think that more suicide cases might be sent by magistrates to Sessions and then dealt with at Sessions by being sent to inebriate reformatories or some similar institution?—Quite so.

3401. Now a question, on rather a different point. You, of course, agree that all feeble-minded persons now detained in prison are a constant expense to the country—that goes without saying?—Yes, I think that is one of the arguments for dealing with them in other ways.

3402. Generally speaking, that expense, so far as police are concerned, falls on the counties in the provinces, but elsewhere in London?—Yes.

3403. The remainder of the cost falls on the Crown?—Yes.

3404. If those cases were to be dealt with, otherwise than by imprisonment, in new institutions established, it would not cause an entirely new expenditure, but simply would mean a transfer of expenditure?—Yes.

3405. Have you formed any opinion as to how these new institutions should be called into existence?—I do not quite understand. Do you mean what authority they should be under?

3406. In the first place would you have them called into existence by philanthropic bodies or by the local authorities, county councils, or would you have them called into existence by the Crown, as the prisons?—I think that with regard to those that come from prison the institution should be under the control of the Crown, and not under the local authorities.

3407. As regards the non-prisoner?—Then I think that might come on to the county rates, locally rather, you may say.

3408. You would have two kinds?—I would.

3409. Similar to the institutions under the Inebriate Act, the State reformatory and the Certified reformatory?—Yes.

3410. Would you have some central authority similar to that we have under the Inebriates Act at this moment?—Certainly, they would have to be inspected, and placed under some control.

3411. What body would you place that inspection with?—I think for the prison, or what we might call the criminal homes, the Home Office would be the proper authority. There is the Local Government Board to consider, but as these cases might not all be paupers, the Local Government Board would be dealing with people who are not usually under their jurisdiction.

3412. May we take it you think that both should be placed under the Home Office inspection?—For matter of convenience that may be, and for economy it might be a very good thing to have them all under the Home Office, but I think the children ought really to come under the education authority while they are under school age.

3413. Would not that be somewhat inconvenient; it involves having two inspecting authorities?—The

London School Board have Homes and schools for physically defective children now; why should not they have Homes for mental defectives?

3414. And so place them under the school authority?—Yes.

3415. The difficulty seems to me to be that there would then be two authorities dealing with the same thing?—I do not see how you are to get out of that.

Vide pages 172-3.

3416. (*Dr. Needham.*) You describe at pages 1 and 2 of your statement the arrangements prevailing at Parkhurst with reference to weak-minded prisoners. Are you satisfied with them, or would you like to see them modified or extended?—I think the arrangements at Parkhurst are very good for these weak-minded. They would be better in an absolutely separate establishment possibly, than in a convict prison.

3417. Then I gather that you are not quite satisfied with it? You would not be willing to extend the practice at Parkhurst to other prisons throughout the country wherever these weak-minded people are?—I do not see how you can. We tried to group the weak-minded local prisoners in centres some years ago, and we found it was impracticable. The majority are in prison for only short periods, and whilst the necessary enquiries and arrangements are being made the greater part of their imprisonment has passed and the date of their discharge approaches. Unless you have longer or indeterminate sentences for these persons, I fear grouping them in sufficient numbers to warrant starting any such system as we have with the convicts at Parkhurst is out of the question.

3418. I take it that you think the system at Parkhurst is good in the absence of a better system which might be devised. For instance, I mean you obviously would prefer to see these people treated all together at a separate place or places?—Yes, I think to separate them from prison altogether would be the best system, but the present arrangement answers very well practically.

3419. You would not send some of these people who are brought before magistrates, and so on, to prison at all?—No.

3420. You would have some means of sending them to some other institution?—If you set up feeble-minded homes they might be sent straight from Court to those homes.

3421. What do you understand by "Feeble-minded Homes"? Do you mean colonies?—Yes, places where they could be compulsorily detained and employed; and if they are to be detained for any length of time, where a certain amount of recreation and amusement could be allowed. A kind of halfway house between a prison and a lunatic asylum.

3422. Would you have this class of institution established throughout the country in centres?—Yes.

3423. Would you send to them both the people who have been accused without having been convicted of crimes, who are weak-minded, and the people who have been both accused and convicted and are weak-minded?—Yes, I think so. I think they might go to what we might call the criminal homes.

3424. You would remove them from prison as well as from the Police Courts?—Yes. Also some cases might be sent from lunatic asylums if they felt they were recovering but were not quite fit for discharge.

3425. What class would you propose to send from lunatic asylums?—Those that had been sent from prison to an asylum.

3426. Only those who had been sent as criminals?—Or those that had a criminal history.

3427. It would be a little difficult, would not it, to send ordinary lunatics who are often troublesome, to these places. Would not you stamp them with the stamp of criminality?—I would not send them unless they belonged to the criminal classes, and there was a history of their having been in prison previously.

3428. How long would you send these people for. Do you think that power should be given to detain them indeterminately?—I think in the first instance it might be for a certain length of time. At the end of that time their case should be reconsidered and settled according to circumstances. In many cases the detention would be for life.

3429. In whom would you place the power of fixing the time after this first period?—I would have a joint certificate of medical men and a magistrate in the same way as you have in regard to lunatics.

3430. You would simply have them detained on the certificate as people are now detained in lunatic asylums, and are not discharged unless they recover?—Quite so.

3431. The ultimate decision upon that point I suppose you would leave with the Home Office?—Exactly.

3432. (*Mrs. Pinsent.*) You are speaking on page 173 of the commercial value of the work of the feeble-minded, and saying it is difficult to estimate it at present, can you tell me at all what amount of supervision is necessary in the farm work which you speak of on page 173—how many officers and how many workers?—Sixty-seven of the weak-minded class are employed at hard work and fifteen of the same category at light work, or a total of eighty-two, on the market garden under the supervision of eight officers. Altogether we have eleven officers supervising the weak-minded class.

3433. In the case of ordinary feeble-minded people who are not prisoners, and who perhaps would have been trained some years in a colony, do you think it would work out at less?—A great deal.

3434. Can you compare at all the day's work of the feeble-minded man with the ordinary man's day's work. Is it very much less, or in some circumstances would it be nearly equal?—Quite equal in many cases.

3435. If properly trained?—Yes, I think many of the weak-minded at Parkhurst are doing quite as good, or better, work than many of the ordinary convicts.

3436. Especially out-door work—farm work and garden work?—Yes, quite so.

3437. With regard to the treatment of the feeble-minded in local prisons, when the sentence is a very short one is there time to recognise the feeble-mindedness?—No, very often there is not.

3438. Do you know whether there are any means of ascertaining where the prisoner had been educated, with a view to seeing whether he has been educated in a class for the mentally defective or not. Would it not be rather an assistance to the magistrate and prison doctor if they knew the educational history of the prisoner with whom they were dealing?—Very much, as far as convicts go, but with these local prisoners there is no time. They are in for a week, ten days, or a month, and you have not time to get any information, beyond what the prisoner tells you himself.

3439. That is the great difficulty in the work which comes under my own experience. I find that the child who has been educated in a special class comes up before the magistrate not infrequently, and is fined or sent to prison without the magistrate or the court having the faintest notion that the child is mentally deficient?—Quite so.

3440. Have you anything to suggest to remedy that? Is there any way of bringing the facts before the Court?—No, I do not see how that is to be done. It is a question for the police, I should imagine. If they know that the person has been educated in a Special Class or Home, they might mention it.

3441. It is not one of the things that the magistrate asks for as a rule?—No, I think not.

3442. In your opinion it certainly should be?—It would be a material help to the people who have to deal with them later on.

3443. I fancy that in other countries, in Germany for instance, (I dare say Dr. Eichholz will be able to tell us later on) there is some method by which the police place information in the hands of the court. It seems a great pity it could not be done in England?—Yes; the report we send to the police that the prisoner has been considered as feeble-minded, the police present to the magistrate very often.

3444. On the second conviction?—On the second conviction. But they go across the river or into another county, and they are in another district of police, and there they know nothing at all about it.

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3445. Supposing we have that evidence before us, and we know that one of these children educated in a class for the mentally deficient has had one or two convictions, would not you take that as sufficient evidence that they are not able to take ordinary care of themselves, and at once transfer them to a colony for the feeble-minded?—Yes, I think those are the cases that should be sent there.

3446. With regard to the question of males and females, is it not the fact that there are more mentally deficient males than females?—I do not know that.

3447. I think it is so, with regard to the special classes. If there are more boys than girls in the special classes, there would be naturally more men than women among the adult feeble-minded?—People might be more anxious to deal with the boys as having to earn their own living, in the hope of getting something out of them, than they would with girls. I think the boy is more looked after than the girl as a rule.

3448. (*Mr. Byrne.*) The existence of these feeble-minded people and their constantly going in and out of prisons is a great evil. Do you think it is an evil great enough to make it worth while to have them identified by the police as the more serious criminals are. They are not finger-printed are they?—No, unless sentenced to more than one month, or unless the police ask for it to be done. In the convict prisons all the feeble-minded are finger-printed, because all the convicts are finger-printed.

3449. But the feeble-minded who go in and out of the local prisons are not?—Not necessarily.

3450. The numbers of them are not excessive according to your statement—it is not a very large number. Would you recommend that they should be finger-printed for the purpose of future identification?—Yes, I think it would be a good thing.

3451. You think the evil is sufficiently great to justify that and that it would not be a difficult task?—I do not see why you should not finger-print them, at all.

3452. Do you think it is worth while doing?—Yes, I do.

3453. The Home Secretary could do it to-morrow by a stroke of the pen?—Yes.

3454. And would no doubt do it on the recommendation of the prison authorities?—Yes.

3455. It would be both useful for preventing the evils which Mrs. Pinsent referred to, and for eventually giving us some idea of the number of these people, would not it?—Yes, it would.

3456. As regards the numbers of feeble-minded which you give us at page 175, I presume from the proportion which you give us there, we could not draw any useful inference as to the number of feeble-minded among the population at large?—No, nor can you take it exactly as the feeble-minded in prisons. These cases that I have given you are feeble-minded, and in addition are unfit for the ordinary penal discipline in prison. There are many who are feeble-minded but who are treated as ordinary prisoners.

3457. So that as a matter of fact when you receive the opinion of the medical officers of the receptions from the 1st December last, that would probably show a very much higher proportion of feeble-minded than the existing?—I have got three months' returns in and it works out practically at 3 per cent., both for males and for females.

3458. That is twenty times as much?—Yes.

3459. The number then instead of being 330 or 340 would be a few thousands?—Quite so. I have the return here for three months. We received 45,297 males, and 11,488 females. Of those 1,314 males and 333 females were feeble-minded, which works out practically at 3 per cent. for both sexes.

3460. On the analogy of the figures on page 5, that would mean instead of 300 or 400 in the course of the year 6,000 or 7,000?—Yes.

3461. Just a question on the point Mr. Burden was asking about. What would you recommend as the central authority? You said you approved of the system adopted under the Inebriates Act?—Yes.

3462. That is local authorities should have the power to do it, and philanthropic associations certified by the Secretary of State should have power to do it. You are aware, are you not, of the slowness with which the Inebriates Act came into operation. It was some time before the local authorities awoke to the desirability of taking steps in this matter?—Yes.

3463. Do you think a similar backwardness might be expected if the feeble-minded class were proposed to be dealt with under a similar system?—As far as our cases were concerned, the action would be taken by the prison authorities; therefore, the magistrates would not have anything to say to it, so you could get hold of those cases at once.

3464. But if a State Feeble-minded Institution were established for all the persons to be sent to a feeble-minded institution from prisons, would you get many people who really need not be kept under State supervision—people perfectly harmless and well-behaved who might be left to the discipline of a voluntary institution?—They had come from prison; they had not been very harmless in the first instance.

3465. Will you tell us what has been the chief utility and function of the State inebriate reformatories. In what do they differ from the certified and what has been their chief use?—Their chief use has been in taking the refractory cases to enable the certified reformatories to get along.

3466. In your opinion, without the State inebriate reformatories the great work carried on in the certified reformatories could not have been carried on?—The refractory cases would have had to be discharged, which would have put a premium on misconduct, otherwise there would have been a great risk of the scheme breaking down I think.

3467. Or get them sent to prison on the same old futile series of short sentences as before?—Quite so.

3468. Would not something like that happen if the feeble-minded were dealt with on the same lines? Would it not be found that the State reformatory would gradually tend to be the place for the reception of the refractory and dangerous, and those requiring close custody The point of my question is this: Why should the State keep at its own expense, and for a permanency, people whom we really now recognise as not being in essence criminals, but feeble-minded, and consequently to be dealt with as paupers of other descriptions are, under local government?—It is for the protection of the individual and society generally, to prevent them doing more harm, that you detain them.

3469. If you met that object then, do you see any reason why they should not be thrown on to the local rates, or partially, at any rate? I presume you mean that the State should pay the whole maintenance of those in the State reformatories?—I do. For this class of prisoner is so very nomadic that it would be extremely difficult to find the parish or district to which they should properly belong.

3470. So you think it is the duty of the State as regards the prisoners?—Yes.

3471. As regards the nature of these Homes or colonies, or whatever they are called, would you see any objection to having—I will not say within the walls—within the precincts of the same institution, accommodation for different classes of feeble-minded people and some sane epileptics? They would be benefited by work in the open fields, and they could be kept under, more or less, the same roof?—I think as far as adults are concerned there is no objection to having epileptics, but I do not think that feeble-minded children should be with epileptics, unless they are mentally deficient themselves.

3472. But these institutions that you are speaking of are composed entirely of adults?—Yes, I see no objection to having epileptics.

3473. It would tend to economy to have institutions on a fairly large scale?—Yes.

3474. Epileptics have to be dealt with. They come within the scope of this enquiry, and we all know that the accommodation in the country is deficient. It would be convenient, would it not?—Quite, as long as you do not make your institutions too large.

3475. What advice would you give us on the question of the size of the institutions?—I think anything over 1,000 becomes unwieldy, and cases cannot get the individual attention of the superintendent and chief officers.

But for economy, whilst still preserving personal supervision, I think the number might be between 800 and 1,000.

3476. You have told us that you know of cases coming into prison who have been, in the intervals of their prison sentence, in and out of asylums, once, at any rate, if not oftener; consequently some of the people who are in the asylums, and are discharged therefrom, are persons coming within the scope of your evidence; they are the feeble-minded of whom you are speaking. Would you think it desirable that the discharge of such persons from asylums should be restricted in any way. Supposing your feeble-minded people were identified, they left prison, and they then got into an asylum, would you think it unreasonable that the usual law enabling that person to be discharged from an asylum should fail to be applied to such a man and that he should not be allowed to be discharged unless the Government or some other authority were satisfied that he was fit to go into freedom, and ought not rather to go into a colony?—Yes, I think that would be feasible.

3477. For these cases, when you can identify them, the existing law should be altered?—Yes.

3478. I do not know that this comes within the scope of our inquiry, but I should like to ask this: in the prisons, I suppose, you occasionally get a good many people who come in as the result of a drunken brawl; suffering from alcoholic mania when they do come in?—Yes, we get a good many, and a good many who afterwards have delirium tremens.

3479. They get better I suppose through the temperance and the rest of prison life, and they go out again?—Yes.

3480. Are many of those people when they do not have these drunken bouts good hardworking honest people, or are they all degenerates?—They are not all degenerates.

3481. Some of them are good ordinary working people who have occasional drinking bouts?—Or habitual offenders.

3482. Are there many who for what you might call nine-tenths or seven-tenths of their life are decent working people who maintain themselves and their family and have drinking bouts, or are there practically none of that class?—I think there are a few.

3483. With respect to that few, do you think it would be a good change of the law to make it a special offence that they should constantly make themselves a burden to the public by having these drunken outbreaks. Would you like that offence, for instance, to be added to the schedule of the Inebriates Act so that they might be sent to a reformatory if they did it three times in one year, say?—Certainly I think it would be a good thing to enlarge the scope in that way.

3484. (*Mr. Greene.*) Are there many prisoners coming in who seem to be obviously idiots?—There are a few. When you say "idiots," I suppose you mean feeble-minded.

3485. I mean those whom, almost without speaking to them, you could tell were vacant-minded?—Yes, a certain number.

3486. What is done with them? Are they kept in prison?—They are kept in prison for the sentence, but treated under special rules.

3487. Do they seem to you to understand the position in which they are placed, and why they are there? Have they minds enough to comprehend the nature of the treatment to which they are subjected?—No, some of them have not.

3488. Is there any way of getting rid of such people before their sentence is served?—If the medical officer thought the imprisonment was acting injuriously upon them, he could report and recommend their discharge.

3489. Is that often done in such cases as I have been talking about, of people who are obviously unable to appreciate the position in which they are placed?—Not often.

3490. Do persons who are feeble-minded work usually in association, or are they separated?—The convicts, if fit, work in association. For the local feeble-minded it is what you might call half and half, they work by themselves with the cell door open and under the immediate supervision of an officer.

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3491. Are there many of them so feeble-minded that they cannot express their desires for liberation, or to see their friends or to obtain remission of rules, or anything of that kind?—Very few.

3492. Does not it strike you it would be more humane to prevent their being put in prison?—Certainly.

3493. With regard to punishment, how are the feeble-minded and imbeciles punished in prisons?—No feeble minded persons, when they are certified as such by the Medical Officer, can be punished without the concurrence of the Medical Officer.

3494. Not punished in any way?—No. They cannot have their marks taken away, nor forfeit privileges of any, kind without the concurrence of the Medical Officer and the Governor. All punishment, of course, is inflicted by the Governor.

3495. But the Medical Officer has equal jurisdiction with the Governor?—Well, they talk it over. If the medical officer thinks it is inadvisable to punish he recommends the report being cancelled.

3496. What kind of punishment is administered to these poor helpless imbeciles?—Practically none, in local prisons.

3497. Do they commit offences often, or are they too feeble to do that?—Well, some of them are violent and so on, but I do not think their offences are many; not in local prisons.

3498. In convict prisons; I am talking of feeble-minded and what we should call lunatic?—The feeble-minded under the prison *régime* do not incur many reports either in convict or local prisons.

3499. Reports to whom—to the governor—the warders do not complain of them, you mean?—They do not commit themselves sufficiently for the warders to report them to the governor.

3500. Do they get specially spoken to or specially visited by inspectors or visiting justices; is special attention given to them?—In the local prisons, no. In the convict prisons I suppose the Board of Visitors, Directors, and Inspectors do see them more often than the others, because they are the kind of people who very often ask to see everybody who comes to the prison. For instance, I pay a visit to the convict prison once in six months and out of our weak-minded I see a good many. They are always wanting to see every one; they put their names down to see me.

3501. They are able to do that?—Yes.

3502. Does prison treatment produce either lunacy or feeble-mindedness?—No. I am not prepared to admit that.

3503. (*Mr. Dickinson.*) You say so in V, (3.)?—Possibly it may add to it, but I do not say it would produce it.

Vide page 177, col. 1.

3504. (*Mr. Greene.*) It is commonly supposed outside that long terms of imprisonment would, such as two years' hard labour—that the prisoner's mental condition obviously permanently deteriorates?—I do not accept that at all.

3505. Is there any communication made from one jail to another with reference to the state of mind of a prisoner who has, perhaps, served a term in one jail and then goes on to some other jail?—In the case of convicts, if he has been classed as weak-minded on one occasion he would be known to have been so classed in any future sentence of penal servitude, but among local prisons it would not be known unless the medical officer receiving has reason to believe that the prisoner was formerly at another prison and writes and enquires.

3506. It is a matter of special inquiry, and the inquiries would only be made if there was a specially active medical officer?—Yes.

3507. Could you make any suggestion upon that as to better means of passing knowledge from one local prison to another, so that the prisoner, if he did get in a second time, should be treated much as he was in the first sentence?—No, I do not think I can. It is a very difficult thing. They are in for such a short time that it is not feasible.

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3508. In the cases of the feeble-minded, are most of the offences for which they are committed offences of a sort which brings them in only for short sentences?—Yes, many of them. You see, begging and drunkenness, on page 176, loom very large.

3509. But of all the cases that you have enumerated on page 176, there are very few—I think only two seem to be assize cases, and these are murder and carnal knowledge—the others are all trivial cases?—Yes.

3510. (*Dr. Dunlop.*) In the paragraph below you have fraud, arson, sending threatening letter, sacrilege, living on prostitute and so on?—They are single cases.

3511. (*Mr. Greene.*) Arson and sacrilege and the last one are the only three that are assize cases. "Threatening letter" would be. Have you given us any Table showing the number of those undergoing penal servitude?—Yes, on page 184.

3512. You use the phrase "weak-minded convict in Parkhurst." We should not find them in any other penal convict establishments?—No, all weak-minded convicts are collected at Parkhurst.

3513. So this is an exhaustive list, it shows all that there were?—Yes.

3514. (*Dr. Donkin.*) With regard to the return which you mentioned that you have got in the last three months which showed something under 3 per cent. of feeble-minded in the prisons (feeble-minded according to the description of feeble-mindedness in the letter which you sent out, that is, of such low intelligence as to justify their being regarded as feeble-minded at a very early age), is it your opinion that this computation is above or below what the probable number really is? As you know, it is the average of the opinions of fifty medical men?—There is a considerable difference of opinion from the prisons. Some give a much higher percentage than others, but I think that 3 per cent. is rather a low computation.

3515. From your experience would you think it likely, or not, that the shortness of time in a large number of these sentences and the fact that it is impossible to spend a very long time in getting up the answer to this inquiry, makes it much more probable that a good many would be left out, than that the percentage is at all above the amount?—Yes, that is so. I think, at any rate, amongst the shorter sentenced prisoners, those classed as weak-minded generally present positive or palpable evidence of their mental state; when the defect is less obvious in a short interview, unless there are circumstances to call special attention to them, they may be missed.

3516. Therefore it may be taken as far as the three months' return goes, that it does not follow that we have got at the maximum of feeble-minded people in prison in three months. On page 177, by the "possibility of increasing mental defect by being in prison," I take it that you mean that if there is any reason at all for putting mentally deficient people in appropriate circumstances for care and protection, and, if possible, improvement, it is perfectly obvious that they could not be expected to do so well in a prison. That is what you mean?—That is what I mean.

3517. It is quite clear prison cannot be the best place for improving originally mentally defective persons?—May I read you my note upon this. I say "Though efforts as I have indicated are made to minimise the danger of any harm accruing to the individual, it is quite conceivable that in certain cases imprisonment is detrimental. I cannot point to any actual fact or individual case to prove this. At any rate there are no means or opportunities of improving their mental condition beyond what can be affected indirectly by improving them a little physically by means of the good food, general good hygiene of the place, and by the absence of the hustling and bustling to which they are too often subjected when in the outside world. In the local prisons they are in for very short periods, and though these may be frequently repeated, any little good effect is counteracted by their return in the intervals to their original environment between the sentences. This, of course, does not apply to the convict who is in custody for at least two years and three months, but here all the ill has been wrought; he is hardened in vice, and not so amenable—the time has gone by when he can be improved much. Still, on the other hand, there are a few convicts who are better on discharge, being less mulish and stubborn."

3518. With regard to the cases that are not certified, and generally said not to be certifiable, the prisoners regarded by the medical officers as insane (and we know that many of these are sent back as sane) many are not certified by the doctors because they know they would soon inevitably be sent out as sane. Is it more often that this result would take place in prisons than with people who are non-prisoners? In other words the same difficulty might occur in other classes of cases; medical men would decline to certify because they know that suitable places of detention are not available?—Yes, I think so.

3519. It is not confined to prisons?—No, I think not.

3520. In your experience, there is what one may call a prejudice in lunatic asylums among the superintendents, against prisoners. They are more likely to find that sanity begins when the sentence ends than other people are?—I think so; they think prison is the place for them.

3521. (*Mr. Dickinson.*) I should like to bring out one or two things from Appendix 3 to your statement. "The criminal record of weak-minded prisoners recommitted to a local prison during the six months ended 30th September, 1904, who had been reported to the police on discharge on a previous sentence as mentally deficient and unfit for ordinary penal discipline." Is this complete?—I cannot say it is a complete list. I hoped to give a history of each individual case, but there was a difficulty in getting former convictions, and also when the prisoner was reported to the police. We have not started this *régime* of reporting very long, and at some of the prisons they seem to have been at a loss about it. *Vide* pages, 180–189.

3522. So far as the individual prisons are concerned, it is complete. For instance, I find that of these forty-four cases, twelve are sent in from London prisons, ten from Wakefield, four from Manchester, five from Lancaster, five from Bristol, and the other eight are scattered about. May we take it as a fact that so far as Wakefield is concerned, ten is the total number of cases that have come within your cognisance?—Yes, I think you may take it as complete from Wakefield. That is, those were all the cases they had at Wakefield during that period.

3523. Those are cases that have come in during that period at Wakefield—prison cases that had been previously reported as being of deficient intellect?—Yes.

3524. And also previously committed. They had all been previously committed; it is not on one occasion?—All previously convicted.

3525. Also certified as being feeble-minded?—Yes.

3526. Would that apply also to the twelve cases which come from London prisons? Is that complete?—I think you may say it is, but I would not be quite certain about it. I started to get this list complete for the whole country, but the Returns broke down in or two points, consequently the Report is submitted to indicate *the sort of feeble-minded cases constantly being re-committed to prison*, not as a complete list.

3527. We must take it that the total of forty-four does not represent the total number of cases that would come under this category?—No.

3528. I suppose it would probably be considerably under it?—Considerably under it, I think.

3529. I want to ask about one or two of these cases. Take No. 10. Here is a person who has been convicted in May, 1903, and had six months, and in November, exactly six months afterwards, she is convicted again, and has fourteen days. In December she is again convicted for sleeping out, and in May again convicted for sleeping out. This person, the medical officer states, has been on the verge of insanity, insubordinate and abusive. Would there be no means if this woman came up for trial at the assizes, of her being found, "guilty but insane.

We have had some evidence about that question ?—If that woman committed murder, I should think it is very likely she would not be executed.

3530. She would be found, "guilty but insane" ?—I fancy so.

3531. We have been told there are feeble-minded in Broadmoor who are not lunatics ?—Yes, amongst the women, I dare say, more especially.

3532. May I take it the same applies with regard to No. 15. Here we have a case where in April 1902 he was had up for begging. In the same month again, being drunk; in August again the same year, begging. December, the same thing. Then in May, June and July, and in September of the following year, again convicted; and here the medical officer, says "simple and childish, memory indifferent, apathetic, and lazy in habit; approaching senile dementia, but quiet and harmless, and not of sufficient degree to warrant certification as insane." You could hardly say that was a case which would come under that category in which he could not possibly be found, "guilty but insane ?"—That case is almost certifiable I should think, now. It is one of the cases that might be certified if they would keep such a case in the asylums.

3533. When once they find a person "guilty but insane," he is practically safe for life ?—I think they let them out sometimes. It is a long time before they do let them out.

3534. There is one other case I want to draw attention to; that is the 24th: "Is of low type, intellect quite undeveloped. Simple in manner and conversation. Asks the same questions day after day. Has never used his reasoning powers. Never had any regular employment. Physical condition poor. Toes of both feet much distorted." Here is one with fourteen previous convictions. He would, I should think, come almost under the category of persons who could be found, "guilty but insane ?"—Yes, I should think so.

3535. There is another striking case, I see, No. 31, F.S., a man who has been convicted seventy-three times, "Weak-minded—has been frequently in lunatic asylum, and is at times liable to attacks of more or less excitement." Another one, No. 37, convicted seventy-seven times: "Shows great mental confusion and loss of memory, especially for recent events, cannot say what he had for dinner yesterday, or what year or what month it is. Powers of attention impaired. Question re-action slow and confused. Congenitally weak-minded." That again, I think, you would say would be a case like that ?—Quite so.

3536. That process is only applicable in cases of crimes that come before the Assizes ?—Yes, I believe so.

3537. Would you think it possible to extend that system so that the minor offences could be similarly dealt with before the Justices and Police Court Districts ?—Yes, it would be a very good thing if it could be done.

3538. There is one point here in which you mention two cases that you have not said anything about ?—I have them here. May I mention them now ? One is the case of a male, the other of a female, and they are examples of our weak-minded cases. S. D. is a male. From 1880 to 1889 he had eighteen convictions, varying from a few weeks to twelve months, mostly for stealing. In 1892 he was sentenced to ten years' penal servitude for rape on a girl under thirteen years of age, and was at Parkhurst, and considered to be weak-minded. He was released on licence. In 1901 he had nine summary convictions for vagrancy and failing to report himself. In 1902 he got his present sentence, three years for arson. According to the newspaper report of this case, he said he was drunk, and set fire to the stack accidentally with his pipe, which is not an unusual statement for such offenders to make. He gave himself up to the police, and said he would rather be in prison than out. He is now about thirty-six years of age and his criminal career commenced at about fourteen years of age. It appears there has been an increase of heinousness in his crimes as time goes on.

3539. What would the medical officer at Parkhurst say of him ?—He certifies him as feeble-minded.

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3540. And not certifiably insane ?—And not certifiably insane. His father is dead. He was temperate. His mother was twice in prison for picking up coal, and is believed to be in the insane ward in a workhouse now. His other history is negative. He says he has drunk a bit and tramped a bit, and has worked as a coal pit labourer. He is in a good physical condition, though muscularly not very strong. He has some physical defects, his palate is V shaped and his head and face asymetrical. He is tractable and behaves well under supervision, but does not get on very well, except under the control of the special officers for the feeble-minded. He has no delusions, his memory is poor, he is of a very limited intelligence and can only read words of one syllable, and cannot write at all. He has learnt very little indeed in prison, though he has had ample opportunities. He is a typical case of our Parkhurst people. The female case is a nurse girl, aged eighteen, undergoing a sentence for attempting to set fire to a dwelling house. It was stated in court that in three cases there were mysterious fires in houses whilst she was employed in them, and once a child was burnt to death. She was generally discharged from her places for dishonesty, and in one instance for cruelty to a child. There is some history of one fit in childhood. She is a girl of pleasing appearance, and has passed fourth standard education. She will work well when employed as she likes, but otherwise is absolutely idle, mischievous, and described by an observant officer as a naughty child. For instance, she would sit on damp grass the other day when it had been raining, not in a temper, but apparently out of contrariness, makes grimaces and little jokes at chapel, to make the other women smile and laugh, and sometimes is annoying to her fellow prisoners. She has strong affection for certain officers and dislike to others. Very fond of the hospital cat and will ask to be allowed to have the cat when at exercise, and if told nurse is busy or cannot find the cat, will cry or sulk. Will stand for hours at her cell window looking at the light in the officers' quarters. Cannot be got to read any story book, and only occupies her leisure time by knitting a little. Her memory is defective, but she has no delusions, apparently, is taciturn, and it is difficult to get her to answer questions, obstinate, idle and variable in temper. Those two cases are typical of the cases we have. They are very difficult to certify, but certainly should not be at large.

3541. That last case will be released in a year or two ?—Yes, and we shall be perfectly helpless; we shall have to put her in charge of her friends, which means nothing.

3542. (*Chairman.*) Have you anything you would like to add ?—I might mention an instance of the tendency of this class of persons to transmit their instability to their offspring. A medical practitioner in the north of England lately called my attention to the following. J. W. and his wife, both of feeble intellect, but able to earn a living by keeping cows. They had two sons, both pronounced imbeciles, two daughters, both feeble-minded, one of whom is married. Two grandsons, both pronounced imbeciles, two grandsons normal. One grandson deaf and dumb, and one granddaughter normal. That is rather a striking case, I think.

3543. I think you gave us the figures about the admissions to prison in three months and the number of the feeble-minded ?—Yes.

3544. You have no further figures that you can give us?—I am getting out the return for six months, and if I may I will send in the figures at the end of that period.*

3545. We shall be very much obliged if you will, with any comments you wish to make on the return ?—I will do so.

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* *Vide* Appendix Papers p. 679-684 *post.*

Questions 3546 to 3549.

G. B. Griffiths, Esq., M.R.C.S., L.R.C.P.

3 April 1905.

G. B. GRIFFITHS, Esq., M.R.C.S. (England), L.R.C.P. (London), called; and Examined.

3546. (*Chairman.*) You are Deputy Medical Officer and Deputy Governor of Holloway Prison?—Yes.

3547. I think before that you were Medical Officer at Parkhurst?—Deputy Medical Officer.

3548. How long is your experience altogether? —Ten years' prison experience.

3549. You have been so good as to say you would put in a statement of your evidence. May we take it as read and put it on the notes?—Yes.

STATEMENT OF THE EVIDENCE TO BE GIVEN BY G. B. GRIFFITHS, ESQ., M.R.C.S. (ENG.), L.R.C.P. (LOND.), DEPUTY MEDICAL OFFICER AND DEPUTY GOVERNOR H.M. PRISON, HOLLOWAY, N.

In preparing this statement I have had the benefit of the advice and experience of my chief, Dr. Quinton, Governor and Medical Officer of H.M. Prison Holloway, and formerly Medical Officer of H.M. Convict Prison, Parkhurst, where I worked with him as his deputy for some years. At Parkhurst weak-minded convicts are collected and at that time there was a wing for lunatic convicts.

The existing method of treating feeble-minded offenders by repeated short sentences of imprisonment is unscientific and unsatisfactory. The treatment is directed to the criminality of the offender, which is merely a phase in the mental deficiency, instead of to the mental deficiency itself. Under such circumstances imprisonment does little good to the criminal, and the only object it serves is to keep him out of the way of society for a more or less insufficient period.

A prison, unless it is to be a chaos, must be governed by strict but humane rules, and the prisoner who infringes these rules, after due caution, must necessarily suffer. It seems unscientific to introduce a person of deficient self-control into such an establishment and then punish him because he is unable to keep its necessary regulations. I am speaking now, of course, of those congenital deficients who have not the normal self-control, and who in consequence easily get into mischief and commit crime, and yet who are not bad enough mentally to be classed with those hitherto known in prison as "weak-minded." This term "weak-minded" is used officially to designate those persons who are on the borderland of certification as lunatics, such persons as I give particulars of in Table B. (*Vide page 200*).

The short sentences in local prisons which the "feeble-minded" undergo are almost useless to produce any permanent improvement in their condition. They can neither improve mentally nor learn to make themselves proficient enough at any industry to earn their livelihood on discharge from prison. There is no time for it, and they require careful and individual training. They require a special institution, for no modification of existing prison rules, even if advisable, could meet the requirements of each individual case.

II. *Remedy proposed.*—If these feeble-minded offenders are to share in the reformatory influences that are being brought to bear on ordinary prisoners it is clear that they must be placed under more favourable conditions. As time is the first element necessary for their improvement, I would advocate an indeterminate period of detention in a suitable home or colony in the country, with plenty of land for farming or market-gardening. They should live and work in association. A building for association would probably be less costly than one for cellular confinement, and would largely minimise any risk of suicide which is so often attempted by feeble-minded persons. A generous minimum of good food with manual work, open air exercise, and physical drill suited to their several capacities should, as a matter of course, be provided. They should, by good behaviour, be able to earn extra privileges:—extra food, attendance at games and entertainments. The punishment for ill-behaviour would be deprivation of these privileges and seclusion, under careful observation. I would suggest full medical and anthropometrical notes being taken on all cases in the institution, which notes would be interesting, and would help in the decision as to release when this question should arise.

III. *Cost.*—It is highly probable that more prisons or other institutions will be required during the next few years; the sorting out of this class from the general prison population would considerably relieve overcrowded establishments, and at the same time effect a much needed classification.

A special institution for the feeble-minded would probably, under careful management, contribute a fair amount towards its own support, whilst the indirect gain to the general public would be great. At present feeble-minded criminals practically live at the cost of the taxpayer, their families are often thrown on the rates, and in addition there are the police and law costs involved in their frequent convictions, while the work they do during short sentences in prison cannot go far towards their maintenance.

IV. *The Collection of these Feeble-minded Prisoners.*—They might be sent to the institution by the Court which tried them, or if found to be feeble-minded in prison could be certified as such by the prison medical officers. Their usually short period of detention at present precludes any very careful observation on the part of the doctors, but if a person were found to be frequently repeating the same or a similar offence he could be sent from the Court for a week's remand and report, as is done almost invariably in such cases as attempted suicide.

V.—*Period of Seclusion.*—I should suggest an indeterminate sentence, *e.g.*, detention during His Majesty's pleasure, which would enable the person to be discharged sooner if fit, or if unfit for liberty to be detained longer or altogether. No doubt many would improve sufficiently under careful treatment, training and moral education, to be sent out to some work on probation. There would be some whose mental condition would grow worse in spite of all care, and these would have to be certified as lunatics, and between these two extremes there would be many who, though not certifiable would be quite unfit for unrestricted liberty.

I would most strongly advocate a long term of seclusion for feeble-minded criminal women during the child-bearing period.

TABLE A.

PARTICULARS OF 39 FEEBLE-MINDED WOMEN IN HOLLOWAY PRISON ON NOVEMBER 29TH, 1904.

G. B. Griffiths, Esq., M.R.C.S., L.R.C.P.

3 April 1905.

Reg. No.	Initials.	Age.	Offence.	Sentence.	Previous Convictions.	Remarks.
33228	E. M.	40	Stealing bacon	On remand	2	Epileptic.
32156	E. G.	55	Drunk	6 months sty.	2	do.
33108	J. B.	47	Assault	14 days hard labour	—	do.
32372	F. L.	30	Drunk	21 days hard labour	16	do.
20493	F. S.	25	Stealing coat	9 calendar months	1	Congenital.
30807	A. M.	18	Stealing gold ring	3 calendar months	3	do.
32683	M. E.	43	Indecency	1 month or 40s.	12	do.
33312	L. J.	39	Loitering prostitute	14 days or 20s.	4	do.
33104	J. S.	43	Riotous prostitute	1 month	1	do.
33241	L. L.	35	Drunk	3 days or 2s. 6d.	1	do.
32870	M. A. S.	30	Stealing counterpane	1 month	—	do.
32694	J. D.	36	Neglect children	6 weeks	—	do.
33140	M. A. S.	35	Stealing watch	14 days	—	do.
23373	J. O.	38	Stealing watch	6 calendar months	1	do.
31941	S. C.	39	Riotous prostitute	1 month	7	do.
32002	N. W.	21	Prostitute—indecent	1 month	2	do.
32886	A. S.	34	Drunk and riotous	10 days or 15s.	7	do.
32878	S. S.	55	Vagrant	14 days	—	do.
33065	J. S.	25	Riotous prostitute	14 days	2	do.
33180	L. C.	39	Brothel	1 month or £15 5s.	—	do.
32583	M. H. L.	36	Indecency	1 month or 40s.	3	do.
32367	J. W.	19	Riotous prostitute	1 month	2	do.
32205	C. L.	30	Stealing money	6 months	—	do.
30413	M. H.	42	Incorrigible rogue	12 months	6	do.
31951	E. H.	28	Riotous prostitute	1 month or 40s.	6	do.
27417	N. H.	42	Attempted suicide	6 months	1	do.
30514	A. N.	22	Manslaughter	6 months	—	do.
29404	C. E.	84	Brothel	3 months or £25	1	do.
33124	J. E. S.	15	Assault	7 days	—	do.
29400	E. S.	18	False pretences	4 months	—	do.
33116	I. L.	37	Begging	14 days	1	do.
21998	M. D.	20	Stealing quilt	9 months	3	do.
30530	E. B.	18	Stealing jacket	6 months	4	do.
32452	R. W.	47	False pretences	For trial, C. C. Crt.	2	do.
32094	H. L.	23	Indecency	1 month	—	do.
31027	K. R.	69	Drunk, &c.	6 month sty.	12	do.
33054	F. S.	23	Assault	1 month	2	do.
22489	A. D.	45	False pretences	9 months	—	do.
28202	M. P.	30	Stealing necklet	6 months	—	do.

Of **803** Female Prisoners in Holloway on the above date, November 29th, 1904,

41 were Chronic Inebriates.
39 were Feeble-Minded.
3 were Insane.

Of 1,297 Convicted Prisoners *received during the month* of November,

56 were Feeble-Minded.

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TABLE B.

PARTICULARS OF 53 UNCONVICTED PRISONERS RECEIVED DURING THE YEAR 1904–5, EXHIBITING GRAVE MENTAL DEFECTS AND REPORTED TO THE COURTS AS SUCH.

Reg. No.	Initials.	Age.	Offence.	Sentences.	Previous Convictions.	Remarks.
33141	M. H.	60	Murder	To be detained during His Majesty's Pleasure	Nil	Senile Insanity.
858	F. McC.	27	Stealing	As above	7 for theft	Suffering from Delusional Insanity. Previously in an Asylum, 9 years ago.
33142	A. C.	20	Attempted Suicide.	„	Nil	Melancholia.
31423	A. C. F. C.	45	False Pretences	„	Nil	General Paralysis of Insane. Previously in Asylum. Neoholic.
30622	H. D.	60	Libel	„	1 Libel	Previously in Asylum.
28764	M. J. M.	36	Child Murder	„	Nil	Epileptic Insanity.
26502	M. A. S.	30	Child Murder	„	Nil	Lactational Melancholia.
20545	L. C.	26	Child Murder	„	Nil	Melancholia.
23917	H. B.	46	Child Murder	„	Nil	Homicidal Mania. Previously in Asylum.
19930	A. S.	24	Wounding	Certified insane whilst under remand	10 for drunkenness 1 for assault 1 for wiful damage	Twice previously in Asylum.
22017	H. J.	50	Stealing	Remand Prisoner	Nil	Reported to Committing Court as insane and sent to an Asylum.
21545	M. A. B.	53	Annoyance	„ „	Nil	As above.
27228	E. J. D.	50	Suspected Person	„ „	3 Begging	„ „
26844	A. S.	35	Attempted Suicide	„ „	Nil	„ „
26539	R. L.	20	Attempted Suicide	„ „	Nil	„ „ Previously insane.
28928	H. M.	31	Attempted Suicide	„ „	Nil	„
29746	L. Q.	30	Drunk and Riotous (These 3 notes refer to same woman)	„ „	Very many	„ „
31551	L. Q.	30		„ „	6 Prostitution	
3052	F. B.	30		„ „	24 Drunk	
31300	J. G.	39	Attempted Suicide	„ „	Nil	„ „

32529	M. C.	33	Drunkenness	Remand	Prisoner	Nil	Reported to Court as insane, and sent to an Asylum thence.
32329	M. L.	51	Drunkenness	,,	,,	Nil	As above.
31731	C. B.	45	Drunkenness	,,	,,	Nil	,, ,,
31945	C. J.	34	Disorderly Conduct	,,	,,	Nil	,, ,,
34627	J. G.	51	Threatening	,,	,,	Nil	,, ,,
365	J. D.	53	Drunk and Disorderly	,,	,,	9 for Drink	,, ,, Previously Insane.
1057	E. W.	28	Stealing	,,	,,	Nil	,, ,,
1248	E. D. (same case.)	40	Insulting Language	,,	,,	Nil	,, ,, Previously Insane
31589	E. D. (same case.)	40	Drunkenness	,,	,,	Nil	,, ,,
1676	L. H.	24	Stealing	,,	,,	Nil	,, ,,
2944	F. H.	24	Attempted Suicide	,,	,,	Nil	,, ,,
2815	P. M.	46	Refractory Conduct	,,	,,	Several	,, ,, Previously Insane.
3436	E. F.	75	Drunkenness	,,	,,	Nil	,, ,,
33726	M. L. J.	51	Damage	,,	,,	Several for Drink	,, ,,
22613	M. A. F.	60	Begging	,,	,,	Nil	Reported to Court as "Weak-minded" (*i.e.*, not quite certifiable).
25109	E. S.	44	Obscene Language	,,	,,	10 for Drink	As above. Bound over for six months. Chronic Inebriate.
24861	A. S.	29	Neglect of Children	,,	,,	Nil	,, ,,
26622	A. D.	60	Begging	,,	,,	Nil	,, ,,
26715	E. M. C.	67	Attempted Suicide	,,	,,	Nil	,, ,,
26007	C. W.	48	Drunk and Disorderly	,,	,,	1 for Drink	,, ,,
25850	A. C.	29	Vagrancy	,,	,,	1 for Vagrancy	,, ,,
30753	M. J.	68	Wandering	,,	,,	Nil	,, ,,
24011	B. S.	20	Attempted Suicide	,,	,,	Nil	,, ,, Twice before on Remand.
33813	A. C.	25	Attempted Suicide	,,	,,	Nil	,, ,,

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Reg. No.	Initials.	Age.	Offence.	Sentence.	Previous Convictions.	Remarks.
33929	S. P.	64	Attempted Suicide	Remand Prisoner	6 for Drink	Reported to Court as insane and sent to an Asylum thence
511	M. M.	56	Assault	,, ,,	Nil	As above.
1117	C. L.	62	Drunk	,, ,,	97 for Drink	,, ,,
2087	M. A.	39	Drunk	,, ,,	Numerous { 10 for Drink, 1 Damage, 1 Obscene Language	,, ,,
1903	K. S.	36	Stealing	,, ,,	Nil	,, ,,
3516	N. G.	23	Vagrancy	,, ,,	3 for Vagrancy, 1 for Stealing	,, ,,
3237	E. H.	21	Wandering	,, ,,	3 for Wandering	,, ,,
2980	J. W.	41	Attempted Suicide	,, ,,	1 for Drink	,, ,,
2847	B. M.	20	Vagrancy	,, ,,	Nil	,, ,,
2305	M. T.	17	Wandering	,, ,,	Nil	Reported to Police Court as weak-minded
3051	E. J.	35	Drunk and Riotous	,, ,,	20 for drink	As above.

From April 1st, 1904, to March 31st, 1905, 2,676 unconvicted female prisoners were received into Holloway Prison.

761 of these were, during the year, placed under mental observation in hospital, either (1) by request of the Committing Court, (2) from the character of their offence, or (3) by the orders of the Medical Officers.

184 of these cases were attempted suicides.

Of the 761 cases whose mental condition was under medical observation—

3 were found to be "insane on arraignment" at the trial.
6 ,, ,, ,, "guilty but insane" at the time the crime was committed.
23 were reported to the Courts as insane, and sent to Asylums thence.
21 were reported to the Police Courts as "weakminded," *i.e.*, on the verge of insanity. and therefore unfit for prison discipline.

53 Total.

Of the total 2,676 unconvicted female prisoners received into the prison during the year, ·28 per cent. were suffering from grave mental defects.

3550. (*Mr. Greene.*) What sort of place would you suggest, or what scheme would you propose, for dealing with people who are to have treatment for which prison is unsuitable ?—They should be dealt with on asylum lines.

3551. With certification of the individual prisoner ?—I think they should be certified, as lunatics are now.

3552. But not the same test—certify them as weak-minded, and requiring detention, but not under a prison system ?—Exactly.

3553. Would you let the judge and jury deal with their state of mind or would you leave that for medical opinion after conviction ?—Medical opinion is very frequently required during the trial. If it was not raised at the trial, and they were found feeble-minded, I would have them certified by the prison doctors.

3554. And kept during His Majesty's pleasure ?—Yes.

3555. With a special system of rules and regulations so as to make it non-criminal ?—Merely detention.

3556. With as much liberty as is consistent with detention and the preservation of health.?—Yes.

3557. You have nothing to do with estimating the cost of that to the country ?—No, I am not competent to do that.

3558. You would suggest that that is an ideal scheme, with indulgent ratepayers to bear any costs ?—The same as they have in asylums.

3559. You do not have any prisoner for long at a time—the same prisoner does not remain for long at a time under your observation at Holloway ?—No, they go up to two years, but we do not often have them as long as that.

3560. I suppose the feeble-minded are usually in for short periods ?—Yes.

3561. Small offences ?—Yes.

3562. You have a Table I think ?—Yes.

3563. All those are rather trivial; several of them were fined. Do you know of any cases liberated before the definite term of imprisonment has been served, liberated in consequence of the state of mind ?—No, I do not know any at Holloway since I have been there.

3564. None released because they were feeble-minded or lunatic ?—No. Lunatics would be certified and sent to an asylum.

3565. Have you had any in your charge that ought to have been liberated or whom it would have been wiser to liberate; so lunatic that they ought not to be punished ?—We certify such as lunatics.

3566. They are liable to any punishment in jail, are they not ?—Yes, but, of course, the doctor steps in and stops that. Each person before he or she is punished has to be certified by the doctor as fit for the punishment proposed.

3567. What kind of punishment do you give lunatics ?—Lunatics are never punished. As a rule, we give the weak-minded confinement to a cell. We do not give them dietary punishment.

3568. No dietary punishment at all ?—None for these cases.

3569. Do they seem to understand ?—Yes, the cases on this list are the congenitally feeble-minded. We draw a distinction between feeble-minded and weak-minded.

3570. That is a new distinction to us ?—By a weak-minded person we mean, as a rule, a person just on the verge of being certified. The people on this list (Table A)* are feeble-minded people who have not got much self-control and are left to get into trouble.

3571. They are not of the imbecile class ?—No.

3572. You have got three degrees, lunatics, weak-mindeds and feeble-mindeds ?—Yes.

3573. Where do idiots come in ?—That is a poser. They would probably be certified.

3574. Are there many of the weak-mindeds ?—I give a census. On that particular day when I took the census there were only two that I should call weak-minded.

3575. Three insane and two weak-minded ?—Yes.

3576. (*Dr. Donkin.*) I think the cases Dr. Griffiths refers to as weak-minded are those that Dr. Smalley has referred to as having been habitually, according to the Standing Order, for several years reported to the Commissioner as people unfit for ordinary prison discipline. For the purpose of this Inquiry the term "feeble-minded" has been used to apply to all those cases which in the medical officer's opinion are not of normal mental condition but would not be reported under the terms of that particular Standing Order. That is the present meaning of "weak-minded."

3577. (*Mr. Greene.*) Do you accept that explanation ?—Yes.

3578. (*Dr. Donkin.*) About the forty-one chronic inebriates, would you put any feeble-minded among the chronic inebriates ?—Yes, I should be inclined to, on further consideration.

3579. You mean those who are feeble-minded, plus being chronic drunkards ?—Yes, or perhaps temporarily feeble-minded because of drink. We see them for such a short time that I scarcely know.

3580. Among the chronic inebriates there might be some even congenitally feeble-minded people. ?—Undoubtedly.

3581. With regard to the women you see in Holloway, generally, you would be of opinion that owing to the fact of the large number being there on short sentences, many are likely to escape even careful observations ?—Yes.

3582. (*Mr. Loch.*) Would you suggest any way of getting more complete information about these cases which pass through your hands so quickly ?—It would be very difficult because they come in for such short times, many of them.

3583. But when they come in do not they come in with some sort of dossier telling their story ?—They tell us anything. There is the magistrate's commitment telling their offence and sentence.

3584. Are not there any papers showing previous convictions ?—No, the same person may come twice in one week under different names. It is very difficult to trace them for the time they are there. A woman may come in on Friday for three days. She goes out on Saturday morning.

3585. You have no knowledge of them except what you can judge of them for the moment ?—That is all.

3586. There are no means of remedying that ?—It would be very difficult.

3587. (*Dr. Dunlop.*) Does your explanation of the difference between "feeble-minded" and "weak-minded" account for the discrepancy between Dr. Smalley's evidence and yours ?—You heard his evidence ?—No, I did not hear the whole of it.

3588. You have seen this statement of his evidence regarding these weak-minded persons in prisons during three months ?—I have not looked at it critically.

3589. During the six months that you were asked to report to Dr. Smalley regarding persons weak-minded in prison there were none returned at Holloway Prison where you were in charge and you now come to us and give us a list of thirty-nine in one day. Can you explain the discrepancy ?—Those are the feeble-minded. The weak-minded are those just on the verge of being certified.

3590. You told us there were two of these feeble-minded on this one day when you inspected who were weak-minded ?—Yes.

3591. There were none at all in six months and yet there were two in one day ?—I cannot explain that.

3592. As regards your personal experience I suppose you are quite satisfied that the present method of dealing with these weak-minded persons at the end of their sentence is quite insufficient ?—Yes, quite insufficient.

3593. Although certifying them at end of sentence if you think they are certifiable, and handing them over as pauper lunatics, is not a very satisfactory course ?—No, as a rule I do not think they stay very long at the asylums.

3594. They are discharged shortly afterwards?—Yes.

3595. And reported to the police ?—I do not think that makes much difference either.

* *Vide* p. 199.

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3596. Have you had much experience of recently discharged asylum cases coming to prison—cases turning up at prison within a day or two of discharge ?—No, I cannot call them to mind. We have them returned to the police court as insane. and I suppose from there they are sent to the workhouse and certified and we have had them come back within a month to prison again.

3597. A good many of such ?—Not many, but there are such cases.

3598. They are not rare occurrences ?—No.

3599. (*Mr. Burden.*) Can you tell how many cases passing through Holloway in the course of a year are drunken weak-minded women ?—Do you mean the percentage of drunken and the percentage of feeble-minded ?

3600. How many habitual drunkards who are also feeble-minded would be passing through Holloway in the course of a year ?—I should say about 5 per cent. of them.

3601. Not more than 5 per cent. ?—I reckon there are 10 per cent. of feeble-minded altogether; 5 per cent. are feeble-minded from congenital causes, and 5 per cent. from drink. I should say two out of twenty were feeble-minded from drink or from congenital causes.

3602. Would you consider the feeble-mindedness is caused through the drink or the drink is evidence of feeble-mindedness ?—I think it is both ways.

3603. You could not form an opinion as to how large a percentage of either ?—I should say all these were drunken that are on this list, but I cannot say whether the drink is the cause of the feeble-mindedness or the feeble-mindedness the cause of the drink.

3604. Since the Inebriates Act of 1898 came into force there have been a good many people sent from Holloway to Inebriates reformatories ?—Yes.

3605. There are some 400 cases under detention at this moment. Can you tell me whether that has had any effect on the general behaviour of the prisoners at Holloway. Has it improved ?—Do you mean are they afraid of going there ?

3606. No, is the general conduct of prisoners at Holloway any better owing to the removal of these more or less difficult cases ?—Yes, distinctly.

3607. There is a distinct improvement ?—Yes.

3608. So the removal of the case from Holloway to other institutions has really made Holloway an easier place to manage ?—Distinctly, yes.

3609. Then you think it a good thing to move these cases from prison to some other institution ?—Yes, I am quite sure of that.

3610. Where they may be dealt with in a different way ?—Yes.

ALFRED EICHHOLZ, ESQ., M.D., called; and Examined.

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3611. (*Chairman.*) You are one of His Majesty's Inspectors of Schools, under the Board of Education ?—Yes.

3612. I think you have been for some time ?—Since 1898.

3613. You have also had very wide experience in inspecting schools abroad ?—I have visited schools on behalf of the Board of Education. It has not been official inspection, but they have been visits for information on behalf of my Board.

3614. You have been good enough to send us a very full and interesting statement, will you be willing that that should go on our notes as part of our evidence ?—Yes. There are certain points which I should wish to amplify, but the amplification may perhaps come as the result of my examination. If it does not I shall ask permission to add it either verbally or in writing at the end.

STATEMENT OF THE EVIDENCE SUBMITTED BY DR. ALFRED EICHHOLZ, BOARD OF EDUCATION, WHITEHALL.

Doctor of Medicine of the University of Cambridge; formerly Fellow and Lecturer in Natural Science, Emmanuel College, Cambridge.

His Majesty's Inspector of Schools for the Blind, Deaf, Defective and Epileptic in England and Wales; District Inspector for the City of London and Holborn; formerly District Inspector for Lambeth and Westminster.

Attended on behalf of the Board of Education International Congresses and Conferences on the Blind, Deaf, and Feeble-minded, and on School Hygiene at Brussels, Paris, Augsburg, Mayence, and Nürnberg.

Visited schools, institutions and colonies for the Feeble-minded, Blind, and Deaf in Leipsic, Frankfort, Cologne, Hamburg, Berlin, and other cities and parts of Germany and Belgium.

Gave evidence before the Inter-departmental Committee on Physical Deterioration and the Inter-departmental Committee on the Employment of Children.

HEADINGS OF EVIDENCE.

(1) Characteristics of feeble-mindedness or mental deficiency.
(2) Association of other defects with feeble-mindedness.
(3) Distribution of the feeble-minded.
(4) Causes of feeble-mindedness.
(5) Necessity for training and care.
(6) Working of the Education Act (Defective and Epileptic Children) 1899.
(7) The working of day-schools for the feeble-minded.
(8) Institutions for defective children and adults.
(9) Results of the education of the feeble-minded.
(10) Work and wages of the mentally defective.
(11) New legislation.
(12) Estimate of additional provision needed.
(13) Necessity for attacking the problem at its source—the degeneracy of the poor urban areas.

(1) *Characteristics of feeble-mindedness or mental deficiency.*

Feeble-mindedness consists of a partial derangement of normal human activities as a result of impaired brain development.

The defect exists in all grades of severity, approaching the normal in one direction and idiocy in the other.

Mentally defectives resemble each other in no other respect than that they cannot learn like ordinary children.

The positive signs are dissimilar in all cases; but the symptoms may be generalised as a weakening of the powers of conduct and reasoning accompanied by disturbances of excess or of defect in those sub-human powers which belong to man and animal alike, that is to say of sensibility, memory, response, volition, communicability, imitative power, sexual activity, and general mental stability.

The higher or purely human powers of conduct and reasoning are always weakened in some degree.

The lower or sub-human powers, the faculties which man shares with the brute creation, are in consequence of the lack of higher control thrown out of balance, and are disturbed either to excess or defect.

Thus in the case of *sensibility* we encounter cases on the one hand who lose all courage in face of criticism, and on the other hand cases who seem entirely impervious to praise or blame. Again, in the matter of *memory*, instances of excess occur in the somewhat rare cases of children who are able to commit poetry to memory readily, yet can understand nothing of the meaning; the more usual occurrence is that of profound defect in memory, and this is the greatest stumbling block to the acquirement of systematic information.

Excesses in the power of *response* happen among children who are anxious to obey every order, or command, or suggestion unchecked by any attempt at discrimination. At the opposite pole are the apathetic cases, who remain practically unmoved by any personal appeal from outside.

Communicability is not uncommonly in excess in the inconsequent, unrestrained chattering which is liable at first sight to be mistaken for intelligence. The contrast is discovered among the monosyllabic cases which are unable to express any idea in coherent speech. Excesses

in general *volitional power* are found among the bullies, the aggressive, spiteful, and mischievous elements among the feeble-minded; the contrasting defect among those who exhibit absence of initiative, or power of concentration or purpose, in their ordinary duties.

Imitative power appears disproportionately among those who display an aptitude for monkey-like tricks and descriptive caricature. Opposed to these are instances of children who are unable to copy a simple pattern in toy bricks, or to tear or cut a sheet of paper along a pencilled line.

Rare instances occur in which children exhibit excesses of *sexual activity* amounting to moral perversion. On the other hand there are children in whom this power appears entirely in abeyance, and who do not in consequence display any liking for toy soldiers in the case of boys, or for dolls in the case of girls.

The feeble-minded child is slow to learn, clumsy with his hands, ungainly in walking, and employs inarticulate, slovenly, or uncouth speech to clothe his meagre and paltry ideas.

It is worthy of note that as regards learning the feeble-minded display on occasion great variations of aptitude for different subjects of instruction; thus a child who is dull in every other respect may display a normal aptitude for a single subject, such as recitation, drawing, reading, calculation.

The feeble-minded adult is unable by his own unaided effort to develop sufficient energy, skill and moral purpose for his own economic independence.

The facial contour and expression very frequently afford a clear indication of the mental condition but this is by no means invariably the case. Thus it is not unusual to find severe mental deficiency accompanied by apparently frank and attractive features, conversely some of the physically unfavoured are by no means the worst mentally.

Though liable to outbursts of violent temper, almost epileptiform in nature, and though capable of giving untold trouble by reason of their lack of control and positive tendency to mischief, it is to be observed that the feeble-minded, by the very reason of their absent higher functions are easily controlled by kindly firm superior intelligence.

They acquiesce in discipline very readily, but it is to be noted that discipline requires constantly to be re-asserted owing to the short memory of the mentally defective; and this is what wears down and often breaks down those who minister to the welfare of these unfortunate people.

Yet the ease by which control can be maintained by tactful supervision is one of the most valuable assets in the administration of the feeble-minded, and offers a most hopeful outlook for the success of new measures which depend upon the establishment of colonies for the feeble-minded in large groups.

The confusion of terminology as between feeble-mindedness and other forms of mental defect is not simplified by the recent census returns for 1901. The number returned as feeble-minded in the census is about one in 700 for England and Wales, and about one in 1,000 for London—sufficiently indicative of error in nomenclature and classification.

In a note furnished by Dr. Guy to the Royal Commission on Criminal Lunacy, 1882, the characteristics of the feeble-minded from the criminal aspect were hinted at, but the extent of feeble-mindedness was not, and could hardly at that time, be guessed. Social conditions had not forced them prominently before the public. The Elementary Education Acts and conditions of work and wages have largely contributed to this.

(2) *Association of other defects with feeble-mindedness.*

Feeble-mindedness usually occurs associated with other signs of physical defect, transitory or permanent.

(*a*) These may be diseases of malnutrition and neglect, *e.g.*, thinness, paleness, marked stunted growth, dryness of skin, short, thin, wispy, lustreless hair, eczema, wasting, anæmia, rickets, adenoids or mouth-breathing, bronchitis, catarrh of nasal passages, diseases of filth, deafness, weak sight, ophthalmia, tubercular glands and joints.

(*b*) They may be deeper and more serious defects, giving rise to the classes of children known as doubly defective (at least 10 per cent. of the whole).

Deaf-mutism and feeble-mindedness.
Blindness and feeble-mindedness.
Epilepsy and feeble-mindedness.
Chorea and feeble-mindedness.
Tremors and twitchings and feeble-mindedness.
Mentally defective cripples.

These have small chance of an industrial future in the general community and should be segregated.

(*c*) There are special defects associated with feeble-mindedness.

Mongolism.
Cretinism.
Hydrocephaly.
Microcephaly.

(*a*) There are certain nervous defects associated with mental deficiency, but not diagnostic of the condition.

Left-handedness.
Mirror writing and reading.
Aphasia, sensory and motor (word-blindness and dumbness).
Reflex activity.

It is to be noted that no physical symptom or so-called nerve sign is in itself diagnostic of feeble-mindedness. The only sure means of confirming the existence of feeble-mindedness is by close examination of the mental powers.

(3) *Distribution of the Feeble-minded.*

Feeble-mindedness is not confined to any single class of the population nor to any special geographical area.

It is less apparent in the country owing to the greater isolation of the cases and to the lower standard of industrial efficiency. The evil reaches its maximum in the poor, overcrowded and criminal areas of the great cities, and is largely bound up with the circumstances of general physical degeneracy. Among pauper children there appear to be three times as many defectives as among the average artisan population. One per cent. in worst town areas, ·8 per cent. among average artisan town population; less in country; 2·3 per cent. among pauper population.

(4) *Causes of Feeble-mindedness.*

In a small proportion of cases feeble-mindedness results from accidents or acute diseases in children, otherwise normal or healthy.

In the great majority of cases, however, it is possible to say that the affliction is congenital, that is to say, is present from birth.

Of these congenital cases there are two kinds—some in which hereditary influences can be traced, others in which these influences cannot be traced. In the latter we cannot discover mental defect in the parent. In neither case can we predict it for the offspring.

The non-hereditary congenital types appear to form the majority of cases of feeble-mindedness. That is to say that in the majority of cases, 70 per cent., it is not possible even with the greatest care to ascertain any history of insanity or other nerve taint in the ancestry.

Though heredity plays a part in determining feeble-mindedness it would not be a fact that heredity can account for more than a minority of cases. To assume certainty on this point would be scientifically incorrect and unsound from an adminstratative point of view.

The evidence for heredity is clear in a number of cases, and rests upon well-ascertained family histories, of lunacy, neuroses, drink neurosis, and deaf-mutism, and upon observation of the types of some of the parents whose children attend existing day schools for the feeble-minded. It is rarely—not more than in 5 per cent. of the cases, that a history of direct nerve taint in the parent occurs so as to point to the conclusion that the parent should not by reason of mental defect have married. In consequence of this the argument in favour of custodial treatment of the feeble-minded does not rest upon histories of hereditary transmission. The main argument for custodial treatment lies in the physical, social, and industrial incompetence of the feeble-minded, which makes them a danger to themselves and to their surroundings.

The parentage varies considerably with the general degeneracy of the area from which the children are drawn. In a good area the parents are physically normal. In a bad area they exhibit all the worst features of physical degeneracy—poor growth, poor physique, and premature senility. There is much reason for believing that the feeble-minded are largely recruited from the considerable percentage of physical degenerates

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in the poor urban areas; that in fact the 20 per cent. of deteriorated, but as yet not feeble-minded, population in the worst slums are, to a large extent, the parents of the 1 per cent. of mentally defective in the next generation. The distribution of the feeble-minded and the distribution of schools point to this conclusion. In fact, drink, phthisis, depravity of living in the parent are much more frequently associated with feeble-mindedness in the child than direct or even indirect heredity.

There is again reason for believing that the feeble-minded recruit their own class to a lesser extent only, the evidence for this resting (*a*) upon the fact of their offspring participating in the general law of healthy birth, (*b*) upon the indication that fertility of the feeble-minded is a diminishing factor in spite of their occasional augmented sexual activity, and (*c*) finally upon the enormous infant mortality among so-called feeble-minded families.

The law of healthy birth could not be better illustrated than from the American Statistics of deaf-mute marriages of Dr. Allen Fay, in which it is shown that of 5,072 children born to parents in each case both of whom were deaf-mute, 4,645 or 91·5 per cent. were normal children and only 8·5 were deaf. Only 9 per cent. of the offspring of these marriages are afflicted with deaf-mutism. There could not be a more striking instance of heredity working for amelioration than this. The figures throw considerable light on the influence of heredity. And as deaf-mutism and feeble-mindedness present many parallels it may be assumed that something of the same kind of law operates in the case of the feeble-minded as the deaf-mute.

Feeble-mindedness, like other signs of physical degeneracy, depends according to this view, largely upon the circumstances of evil environment for its constant re-inforcement. It is not, any more than the other signs of physical deterioration, to be considered as a permanent trait, and a permanent feeble-minded class is no more a racial reality than a physically deteriorated class.

Physical deterioration is a transitory condition dependent upon poverty and exposure to, and acquiescence in, conditions of filth, overcrowding, vice, malnutrition, and ignorance. It is one stage better than mental deficiency, but both mental deficiency and the larger evil of physical degeneracy are susceptible of improvement under suitable measures. This explains the frequent optimism of teachers of the feeble-minded in poor districts as opposed to the pessimism in better class neighbourhoods. In the former we have to deal largely with improvable neglect cases, while in the latter, non-improvable helpless cases appear to predominate.

When once established, as with other signs of unchecked degeneracy, feeble-mindedness may be accepted as pointing to the early race extinction of the family afflicted.

In a feeble-minded family we witness a family on the racial down-grade destined in a few generations to annihilation.

Heredity appears to play a diminishing part in fixing or keeping alive the characteristics of feeble-mindedness. The affliction dies off in a few generations with its own victims, and is continually recruited from the larger class immediately above it.

Feeble-mindedness must therefore, be regarded as a symptom of race decay and race extinction. It can be, and must be, checked, lest its inroads encompass more and more the morally and physically healthy population.

Yet measures which deal with the feeble-minded alone can only be palliative. They do not touch the main causes of mental deficiency. We shall thus always have the feeble-minded with us as long as physical degeneracy exists.

*Present indications fortunately make it clear that the race is able up to now to hold its own against the influences of deterioration, they point, in fact, to a balance of amelioration as the result of existing social measures for improving the conditions of life and work among the masses, but the acceleration of improvement is insufficient, and the unchecked constant supply of feeble-minded population remains a dangerous and weak spot in the existing social organisation.

(5.) *Necessity for training and care.*

The characteristics and causes of feeble-mindedness explain why, in the absence of training, the afflicted tend to become non-productive helpless units, idiots or criminals, fit under existing conditions for the workhouse, gaol, asylums, or rescue homes.

In the absence of special provision the mentally defective child does not attend school, or is exempted after a trial of varying length as unfit to receive ordinary education. Lacking the higher mental powers, and with the lower powers thrown out of gear every positive mischievous tendency develops unrestrained under exposure without protection to all that is evil in the environment and there is no compensation chance of reaping what is good.

There is in the absence of training no interlude of school hours or school duties to impart the elementary lessons of regularity, obedience, respect, and a love for work.

If under these circumstances the home can afford to maintain its feeble-minded burden, or, as is often the case, hangs tenaciously to its weakling, though it can ill afford to do so, the end may be staved off for some years until adolescence, but sooner or later, a halting-place is found in the reformatory or the rescue home, or the prison, the asylum, and finally, perhaps the workhouse.

This might not be the worst that could happen if the new domicile were permanent, but the sojourn is almost always temporary, and the victim returns to the world only to repeat the piteous round of experiences. At the best the feeble-minded are themselves exposed to danger all along the line. At the worst they are, as free agents, a source of social danger to every living thing within their environment.

Training and *care* of the feeble-minded are the two cardinal circumstances which make for the amelioration of their conditions and which alone can stem the propagation of the evil as far as they themselves are concerned therein.

The education and care of the mentally defective becomes a social necessity as an economic measure for the protection of healthy humanity and as a humane measure in the interest of the afflicted class.

The opportunities for the education of the feeble-minded occur under the Elementary Education (Defective and Epileptic Children) Act, 1899, a permissive act enabling school authorities to provide or contribute to schools and institutions for the feeble-minded and epileptic under specific conditions.

(6.) *Working of the Education Act*, 1899. *Defective and Epileptic Children.* (*For the Board of Education Forms relating to this Act vide Appendix Papers, pages 685–9 post.*

Before the Act of 1899 classes existed in London, Birmingham, Bristol, Leicester, and Nottingham.

Since 1899 many of the county boroughs have adopted the Act and made provision. The provision is almost entirely by day-schools and is most complete in London, Liverpool, Leeds, Bradford, but is in no case adequate.

Out of sixty-nine county boroughs forty-two have made no attempt to deal with their defectives.

Not one county has made provision for defective children, though Cheshire has contributed £2,000 towards capital expenditure at Sandlebridge.

The non-county boroughs, with only one exception, Darlington, made no provision of any kind. A few non-county boroughs have boarded out their feeble-minded cases in large towns in order that they may attend the day special schools there. It is in any case difficult to secure good foster homes in large towns where children who are not feeble-minded are concerned. The difficulties in the case of the feeble-minded are much greater. I can only conclude that for these cases, boarding-out is a most undesirable arrangement.

At the present moment about one-eighth of the children who ought to be in special schools are in actual attendance, and more than half of these are London children.

Three institutions have been established: at Sandlebridge for fifty children, at Hillingdon (Roman Catholic) for forty-five children, and at Littleton, near Guildford, for ten small boys under twelve years of age.

One hundred and five children are thus provided with custodial care. About 5,000 are in need of it.

*Apart from the associated conditions of physical degeneracy which are responsible for a considerable proportion of the feeble-minded, *it may be said, that the chances of mentally defective offspring reside evenly among the whole population and that they do not pertain to any particular type of parent.* This is a direct result of the operation of heredity, in virtue of which the physical inheritance of the individual is derived from a very far-reaching line of ancestors, the large majority of whom are normal. The effect on this summation of any given ancestor, even though he be mentally tainted, is at the most never very great, and diminishes rapidly as the generations accumulate. Thus in very few generations actual mental taint in the ancestor ceases to appear predominatingly in the offspring, the effects of the cross of good ancestry returning rapidly to the

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The Act is not compulsory, even when adopted, as regards powers of the local authority to compel the attendance of a child at an institution. This is a weak point and discourages local authorities from taking action, although experience at Sandlebridge, Hillingdon, and Littleton show that there has been no difficulty in filling the available space. But in the case of the Anerley and Homerton deaf-mute residential schools the London County Council experiences some difficulty in getting the consent of the parents, who prefer that their children should attend existing day schools.

Under the Act children under seven may not attend special schools for the feeble-minded. From time to time cases arise in which feeble-mindedness may be clearly defined before seven. It ought to be made permissible for children over five to attend special schools. It is probable that this change could be accomplished without new legislation, as in the case of the blind and deaf.

The Act sanctions the entire maintenance of defective children in institutions, without pauperising the parent, but not the partial maintenance by way of the provision of a mid-day meal in the case of the day-schools. Most school authorities refrain from risking a sur-charge by supplying food from the rates. In the case of one large education authority the rates are called upon to discharge the cost of the mid-day meal. In other cases the cost is met from voluntary sources (London, Manchester, and Birmingham).

As mental deficiency is so largely bound up with malnutrition, and as teaching is lost upon an underfed feeble-minded child, the mid-day meal should become a *sine qua non*.

The voluntary schools exhibit some occasional hesitation to the transference of defective children from their schools to the special schools of the local authority. So far, no denominational day-schools have been provided from voluntary sources, and the result has been that whereas in London there has been no pressure upon denominational schools to transfer their defectives, these have remained where they were, in most cases doing very little good for the want of special education.

In Liverpool the question has been solved by collecting the defectives into provided special schools and sanctioning special religious instruction where required. As the Act does not necessitate the establishment of public elementary schools but merely certified schools, this arrangement, which works satisfactorily, appears to be quite legal.

(7.) *The working of the day-schools for the feeble-minded.*

Premises.

The frequent practice in London and elsewhere is to establish temporary schools in iron buildings or in adapted houses, or in vacant class-rooms of existing schools.

The reasons for this are in order to test the needs and suitability of a neighbourhood, and to save expense to the ratepayers.

There is no objection to this so long as the safety of the children and of those with whom they come into contact is safeguarded

In the case of a permanent school the choice of site is the first measure. The site must be near the homes of the children, and near the elementary schools which are expected to provide it; it should be healthy and open and remote from unsightly or objectionable trades and surroundings.

The building is, as a rule, of one storey, and consists of a long hall or corridor for physical exercises, singing and assembly, with class-rooms on either or both sides; it is desirable that north light should be avoided in the class rooms. The class-rooms are built for twenty children, which is as many as one teacher should, on the average, be permitted to teach. Twenty square feet of space are allowed for each child and not less than 200 cubic feet. The schools provide, as a rule, for sixty children, but may conveniently be built for as many as 100 children. More are hardly possible owing to the distance which they would have to come to reach the school, which should in no case exceed one and a half miles.

If the school is built on the same site as an ordinary school there must be complete separation, and in the defective school there must be separate entrances, cloak-rooms, and separate sanitary appliances for the sexes.

There is frequently a kitchen, and a bath, and there must be a room in which teachers can rest, as they are compelled in many cases to spend the whole day in the school, where many of the children stay for dinner.

The teachers' room suffices for the medical examiner.

A room for manual instruction is desirable, but not necessary.

The playground should be partially covered for wet weather, and partially unpaved for the cultivation of small school gardens.

Staffing and Training of Teachers.

The schools are staffed by teachers who must in the case of head teachers possess the Government Elementary Teacher's Certificate or the Higher Certificate of the National Frœbel Union; and in the case of assistant teachers must possess at least the code qualification of "Uncertificated" Teachers, or the Elementary Frœbel Certificate. They must have had previous experience of the work before appointment.

In cases of schools already established applying for certificate the Board of Education is prepared to waive the question of qualification on a good report from His Majesty's Inspector, but all teachers subsequently appointed must comply with the conditions.

Except in the three elder boys' schools in London, and in one case in Leicester, all teachers are women teachers.

There are as yet no training colleges specially for teachers of the feeble-minded; they gain their experience by visiting and helping in existing schools, after receiving the general teaching qualification of the Board of Education or National Frœbel Union.

The Board of Education permits students in training colleges and candidates for the elementary teacher's certificate to offer for examination knowledge of the methods of teaching and training feeble-minded children.

In London the schools are staffed by teachers-in-charge and assistants. There is a lady-superintendent over the whole of the special schools aided by two assistants, one for the defective schools, the other for the cripple schools.

There are similar officers in Manchester and Birmingham.

Medical Examination for Admission. (Medical Officer's duties.)

Children are admitted to special schools on an official medical certificate issued by a medical officer, approved by the Board of Education. These gentlemen are frequently attached to the school authorities in the capacity of medical advisers on questions connected with school hygiene.

New children are presented at intervals, in London, of six months, for admission. The six months' interval enables the medical officers to get once round the whole of the special schools in the Metropolis.

The children are presented by head teachers of local elementary schools on the ground of severe retardation or of anti-social tendencies. They should be presented at about the age of seven or eight, if they are to be taught with success, but they mostly come later.

At the examination the teacher of the child and the parent should be present to offer any information necessary.

The medical examination deals with routine physical investigation, with special reference to the child's powers of response, will-power, memory, imitation, and energy. An examination of elementary attainment forms part of the investigation, special nerve and muscular signs are noted, and some indication as to training is laid down.

The medical officer has as his duty to diagnose the existence of feeble-mindedness, excluding on the one hand those who are imbecile or idiotic, and those who are merely backward on the other.

He also has to diagnose those who are suffering from deaf-mutism, bad sight, epilepsy, physical deficiency, all of whom the teacher is liable to confound with feeble-mindedness. As a result of this differential investigation nearly 50 per cent. of the children primarily presented are rejected and go to form a very serious element of unchecked danger in the general population. The medical officer is further charged with the duty of reporting on the children medically each half-year, the parent having the right to require this to be done in order that the child may be returned to the elementary school if sufficiently advanced.

foreground. The feeble-minded and mentally-tainted thus share in the general human tendency to re-attain the normal physical mean. The chances of feeble-minded offspring return pari passu to a racial mean.

It is now clear why segregation in colonies can never be expected seriously to reduce the number of feeble-minded among the population, for it is certain that the whole population will, by the tendency of equalisation of chances, renew its contribution of mentally defectives, generation by generation.

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Physique.

The physical condition of the children follows that of the neighbourhoods from which they come.

Curves of height growth show that the feeble minded are always more depressed in physique than the population from which they are immediately drawn. In Lambeth and Southwark, where much of the general population is degenerated physically from childhood, the feeble-minded are decidedly worse off in physique.

In a good neighbourhood, such as Finsbury Park, the feeble-minded though fairly good in physique are worse off than the surrounding population.

In the worst areas their condition is deplorable. In certain schools there is hardly a child who is not suffering. They are stunted in stature, pale, thin, ill-looking creatures craving food and warmth before instruction, In many cases this is due to home neglect but often it is the result of genuine poverty.

Curriculum.

The curriculum enjoins training in speech, in which so many of these children are deficient. They produce the voice badly, lisp, stammer, stutter, misproduce consonantal sounds, curtail their words or labour their speech so as to throw the mouth into a state of froth; in fact quite three quarters of the children speak badly.

For the rest, a minimum of elementary attainments is desirable, sufficient to enable the better children to find their way about the world. To belabour unnecessarily the three R.'s with children who are admitted'y incapable of benefitting thereby is no part of the duty of a special school.

Not less than six hours per week must be given to manual work which includes the teaching of domestic and personal duties and the gradual introduction from small beginnings of semi-skilled employments.

The children in London are sent to manual training centres, cookery and laundry centres established for ordinary children. These are not always suitable for them, the curriculum being too technical for retarded children.

Physical exercises are taken once or twice daily as regular lessons, and for short intervals between other lessons. Running and marching are up to the age of ten or eleven the best training for feeble-minded. More complicated exercises are too difficult, involving too great a strain on the poor memory powers of the children, and running and marching give what is most necessary, an improved carriage and a less slouching gait.

Schools for Elder Defective Boys.

Three special schools have been established in London (Fulham, Bethnal Green, and Wandsworth), for boys of twelve to sixteen who are placed under male teachers. The advantages as regards discipline, separation, and opportunity for suitable manual training are obvious.

Schools for Double Defectives.

Special schools have also been established for two types of doubly defective children, one at Homerton for deaf-mute defectives, and one at Clapton for blind defectives; they are in each case residential institutions.

School for Morally Defective Girls.

There is also at Balham a special school for elder morally defective girls, who are detained in a Home, but the power of detention will, unfortunately, cease for these most dangerous of all children at sixteen.

Co-operation of Metropolitan Asylums Board.

The Metropolitan Asylums Board has rented a number of houses in various parts of London which are used as residential Homes for defective children. They exist at Peckham, Islington, Fulham, and Wandsworth. By arrangement with the County Council the children attend the day schools of the County Council. Forty-three boys and twenty-seven girls are dealt with in this way.

Teachers' Records and After-care.

The teachers keep a record book for each child in which are entered the child's attainments and mental condition on admission and a half-yearly record of progress or otherwise in elementary attainments, manual capacity, character, habits, general health, physique and attendance, and any special anti-social tendency is noted.

These books are kept in all schools for afflicted children in England and Wales, and being individual in nature afford valuable information from time to time of the trend of the child, and indicate any change in curriculum. Finally it is hoped that they will be of great use to after-care committees in deciding what course is best for the child on leaving school. (*A specimen Report Book was subsequently sent in. Vide Appendix papers, p. 690 post.*)

The cost of maintenance in a day-school is £10 to £11 per annum and this is more than double the cost of elementary education. The increase is almost entirey on account of the increased staff, which is treble that of ordinary schools.

It is claimed that increase of expenditure during childhood is an insurance in favour of the poor and other rates later in life, and is more than justified.

Schools for Epileptic Children.

Institutions for the training of epileptic children have been certified at Much Hadham, Herts, for sixty epileptic children (Roman Catholic) and approved at Lingfield for ninety children, and at Starnthwaite, Westmoreland for thirty boys. The only public authority which has taken action is the Manchester Education Committee, which has rented a home on the David Lewis Colony at Great Warford, Cheshire, for thirty-six children, with the approval of the Board of Education. Nothing has so far been done in London or elsewhere, though Bradford has a scheme in hand.

8. *Institutions for defective children and adults.*

Institutions for defective children are required for those children who cannot reach day-schools on account of distance (country and rural children), for children from bad homes, and for children of vicious, immoral and anti-social tendencies.

The latter class is a small class and amounts to about 5 per cent, of the whole.

Of town children not more than 10 per cent. should, as a rule, need institution treatment, though a greater proportion than this, anything up to 50 or 60 per cent., may need custodial care in adult colonies eventually. The reason for this is that while they are young the feeble-minded are less troublesome, easily controlled, and being under constant supervision in any case do not exhibit the need for it as they do by contrast later on, when, entering the world they are unable to get along alone.

As soon as a child shows definitely that institution treatment is a necessity—and there is no difficulty in discovering this in my experience—he ought, if there were provision in this country, to be removed.

The advantages of institution life as disclosed abroad (Ursberg and Idstein) is that the child becomes accustomed to a secluded life at an early age and does not feel the restraint irksome as he would if it were imposed for the first time at the moment when he is old enough to leave school.

He is able without having to re-accustom himself to new conditions to accept the advantages which an institution offers, a permanent home under capable and sympathetic supervision, with activity and open air occupation suited to his strength and powers, and a life spared from dangerous influences. The community gains by the removal from its midst of an element which contains in itself all the potentialities of social evil.

Among other advantages of institution life are the greater certainity of improvement in physique, the better opportunity for realising law and order, and improved results from more continuous teaching.

In the case of higher grade defective children, whose deficiency is slight, institutions have the disadvantages of rendering the children helpless for contact with the outer world, and the further drawback of beating the children down to one level through lack of contact with sane children.

Premises.

An institution for defective children should be placed in free open country in the midst of light, arable land, which is most likely to yield well under the kind of labour available.

The homes should be small and made to accomodate not more than thirty each. The sexes should live apart.

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No feeble-minded adults should in any wise be employed about institutions for educating feeble-minded children.

Dormitories should allow of plenty of cubic and floor space, 500 cubic feet and fifty square feet respectively.

A medical officer should be attached to the institution and no other person should on any account be made responsible for medical treatment.

Gravel paths and covered play-grounds should be prepared for exercise in wet or heavy weather.

The main difficulty in the management of institutions in this country is in connection with staffing. Neither teachers nor matrons are easily found willing to sacrifice their own private domestic ties for this most trying work. Teachers find the strain of added house duties more difficult than ordinary school life under the most exigent circumstances, and are not inclined to give up congenial work for duty which is incessant and exhausting.

Continental experience of Feeble-minded Institution and Colony Life.

Feeble-Minded Colony in Ursberg, Bavaria.

One of the most notable colonies for feeble-minded children and adults is situated at Ursberg in Mindenthal in Bavaria, which I visited at the instance of the Board of Education in 1901, on the occasion of the Conference on the Feeble-minded at Augsburg. The colony is managed by sisters of the congregation of St. John, under the direction of the Reverend Superior Dominicus Ringeisen, who has since died. Founded in 1884 on the site of an ancient monastery, it began work with thirty-four feeble-minded and cretin inmates. With the expansion of the work, buildings and land have been added and new works completed, until, at the time of my visit, there were 752 mentally defectives, 111 blind, 8 deaf mutes, 145 epileptics. On admission the applicant is enjoined to remain in the institution for the rest of his days, and it is very seldom that an inmate even desires so much as to leave.

For the organisation of this enormous colony of 1,100 abnormal inhabitants, a staff of 453 workers is required, composed entirely of sisters. At the head is the mother superior, with thirty sisters, each in charge of a department. In every department there are at least eight assistants. The supply of workers is maintained by a training college which forms part of the colony, where the future sisters, Kandidatinnen, are brought up to the work in which they will afterwards participate, the courses being arranged in three divisions, educational musical and industrial.

The colony is self-contained, and provides for its own needs by its own industry. Each branch of the work is managed by a sister and her co-workers, and the inmates afford whatever help they can. Among many avenues of employment are the flour-mill, the saw-mill, the bakery, the slaughter-house, brewery, carpenter's shop, basket and brush shops, weaving shed, chair caning room, laundry, sewing rooms, cattle sheds, stables, field labour, gardening, and heating.

The schools provide for the pupils in training and for the defective, blind, and deaf children. The defective children include the lowest types, some lacking almost any sign of human intelligence. These are kept apart in day rooms and their lives are made as tolerable as possible. The remainder who are capable of instruction are children who would in many cases be considered too difficult for the ordinary special day school and would probably never help towards their own maintenance if left to themselves. They are arranged in eight classes, according to capacity and progress, rather than to age. The lower grades are capable of very little in the way of response or of discipline, many of them being undersized and feeble in appearance. Yet some improvement is to be discerned from class to class, and in the upper grades, considerable advance has been made, so that however slender the intellectual attainments may be, the children have learnt to obey. In this way, they are gradually accustomed to the discipline of labour and are led by gentle paths to a useful life, where their whole work is to good purpose.

It is an experience which can never be forgotten to witness the energy and sympathy and the good-natured forbearance of the sisters in the management of their afflicted charge. A sister, responsible for the saw-mill, taking with her own hands no unequal share of the labour; another ordering the brewery with the skill of a scientist; a third escorting a company of epileptics from the meadows; a fourth keeping her stud of horses, to the envy of many another stable; these are some of the fields which the sisters of St. John have conquered; and often with their own lives; not for themselves indeed, but that the afflicted may find solace through labour in quiet and in peace, far and free from danger.

The organisation and maintenance of the colony are wholly voluntary both as to support and service. Though the State may go far to solve the problem of its feeble minded, even to endowing colonies such as Ursberg, it may yet feel grateful when voluntary effort steps in, for it is doubtful whether public money alone could ever command the self-sacrifice which such an undertaking demands.

The cost of providing colony accommodation would be about £100 in the first instance per place for capital expenditure and £25 to £30 annually for maintenance.

Children and adults would not cost very differently, if anything children would cost more

Results of education of the feeble-minded.

It is essential for success that the training of the feeble-minded should begin when the child is young. Every year after seven years of age at which a child is admitted makes future industrial success more and more impossible.

Under training the children fall into three classes; those which improve, those which make no headway, those which deteriorate.

With prolonged training the children fall, for sociological purposes, into three other classes:

(*a*) Those who leave school with reasonable hope of becoming self-supporting.

(*b*) Those who would lead useful harmless lives in the general community under supervision but who would never become entirely self-supporting.

(*c*) Those who require permanent or temporary care.

Roughly speaking these three classes are equal in magnitude but variations which augment the first class are favoured by:—

(*a*) Early commencement of training.

(*b*) Skilful teaching.

(*c*) A neighbourhood with full industrial opportunities.

(*d*) The existence of vigilant after-care agencies and teachers who give themselves trouble to find and keep places for the children.

It is a noteworthy fact that many of the children who improve become much better material than their parents, and play an important role in keeping up the standard of the home.

Though it is possible that feeble-mindedness cannot become completely cured, it is true on the other hand that many serious defects become eradicated at school and remain in abeyance after school.

These results are more permanent in good industrial neighbourhoods than in areas given over to crime and wanton neglect.

Of 138 children who have left Edward Street school, Deptford, in the last eleven years, many of whom are now twenty to twenty-three years of age (108 boys and thirty girls) the following account is given:—

	Boys.	Girls.
After career satisfactory	43	15
Promoted to elementary schools	18	4
After career unsatisfactory industrially	10	3
At home unable to work	3	3
Transferred to other special schools	16	1
Vicious and dangerous	3	0
Lost	7	2
Dead	3	2
	108	30

No case has married. No case of offspring.

Sixty per cent. of the boys and girls in each case have done well. Excluding those who went to elementary schools, the numbers are 44 per cent. and 50 per cent. still very satisfactory.

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In a neighbourhood which is less satisfactory owing to criminal and vicious surroundings, the results are as follows:

Sirdar Road, Notting Dale.

One hundred and seventy children have left the school during the last nine years.

Children partly earning their livelihood	21
Transferred to elementary schools	30
Married	2
Careers unsatisfactory	16
Transferred to other special schools and cripple homes	26
Lost	65
Dead	10
	170

Thirty per cent. of the cases here are partially satisfactory as against 60 per cent. of satisfactory cases in the better neighbourhood.

Cases in Notting Dale can at the best be considered partially satisfactory and it is doubtful whether a day school ought to be established in such neighbourhoods at all. The depravity of the neighbourhood overcomes any success attained by the school the moment the child leaves. Some of the most promising material is rapidly marred and ruined. Both boys and girls leave to begin life with hope and enthusiasm in their first place. They return to the school very soon disheartened and dispirited for another character having lost their berth. This happens so frequently that eventually they become known and cannot get work. The streets—probably the worst in London—become their home, until they drift to prison.

As an example: R. J. left school in 1900, quite, under control, eager and anxious to do well. He returned to the school five times for a character, and at last lost heart, got into bad company, lived in the streets. In August, 1903, he was locked up for breaking into a church; in 1904, served three months for stealing. He now cares for nothing but a vagrant life.

Another case: C. E., also delighting in vagrancy, has been charged with assaulting the police, and is a terror to the neighbourhood. He would have made a fine character in a better environment.

M. N., a girl, is a similar case, who drifted through six different situations into a life of immorality. She had been tried and dismissed from two girls' homes for insubordination and lawlessness.

Comparing these cases with the satisfactory condition of the majority who have come out of a better neighbourhood like Edward Street, Deptford, the effects of environment becomes painfully clear, and the argument against establishing day schools for the feeble-minded in bad areas is convincing.

A return from the Bristol schools shows 42 per cent. as the number of good cases.

The return of the Leicester After-care Committee shows about 30 per cent. of good results.

A good average school, not exceptionally placed as regards materials, local industries, or voluntary workers, may with prolonged training expect to reach 40 to 50 per cent. of successes.

The experience of the Brecknock special school, Camden Town, bears this out.

Total number left	230
Elementary school	55
Good work	40
Lost	50
At home	71
Asylums and workhouses	14

The percentage of good cases is 41 per cent.

Many children, it will be noted, are transferred to elementary schools. This happens when their range of elementary attainments permits them to work with ordinary children of about ten years of age, and when their general mental stability is assured. The age at which this transference takes place is about twelve years of age. The discrepancy is not then very great between the child and the class-fellows in the ordinary school. It is considered advisable to allow a child to leave school from the elementary school, where possible, in order to avoid the stigma which attaches to an ex-pupil of a special school. The disadvantages of these promotions are that the child may fall back owing to lack of individual attention on returning to a class of sixty children from one of twenty; further that he now ceases to receive manual instruction owing to the fact that the lower classes of elementary schools do not as a rule, receive it, and this at a time and under circumstances when he needs it most of all.

Many children at and after the age of fourteen are allowed to leave the special school for work when their attainments and mental condition permit. They must invariably show that they have secured a place in good work which is likely to be permanent; if they lose the place they are liable to further school attendance till sixteen. This hold on the child for two years is very beneficial in the early stages of his industrial career.

A few children find their way to industrial schools and reformatories, which are clearly not the right places for them. (Rush, Salford, Jordan, Southwark.) (Thorp Arch Industrial School.)

10. *Work and Wages of the Mentally Defective.*

The employments undertaken by ex-pupils of day schools include, for boys: Labourers in iron, copper and metal work, in skin factories, soap and candle, and tea-packing factories, gas works, print works, and in wood chopping yards, as carpenters, boot-finishers, bakers' men, shop-boys, milk boys, paper boys, drapers' boys, porters, hawkers, and lastly, the Army and Navy.

And for girls: Domestic service, infirmary ward maids, in metal works, tea factories, bottle factories, rope factories, hosiery factories, laundries.

The average wage for forty boys who have left Edward Street schools, Deptford, is 9s. 4d. a week.

The average wage for thirteen girls is 6s. 3d. a week. (Eight out of the thirteen are in service, however, and cost of food and maintenance must be added to this.) The highest wages for boys are 22s. candle factory; the lowest wages for boys are 2s. in a wood yard; the highest wages for girls are 21s. in a tea factory; the lowest wages for girls are 1s. 6d. as doorstep cleaner.

The unsuccessful cases which in all cases will probably exceed 50 per cent. will, on leaving school, tend in the same direction as untrained defectives, mentioned previously, and it is for these that new measures are necessary.

(11). *New Legislation.*

New legislation should secure:—

(*a*) General compulsory attendance of all feeble-minded and epileptic children at school;

(*b*) Permissive powers to extend the Act to feeble-minded children between the ages of five and seven;

(*c*) Powers of detention permanent and temporary over the morally, and the helpless and neglected, feeble minded;

(*d*) Educational powers should be vested in the local education authorities under the Education Acts of 1902 and 1903;

(*e*) Powers of detention should be vested in the councils of the counties and county boroughs, or in the Poor Law Guardians or in joint committees.

It is of the utmost importance that any new enactment should provide for complete annual returns of all afflicted educable children, including the feeble-minded and epileptic, to be furnished by local education authorities to the Board of Education.

(12.) *Estimate of Additional Provision needed.*

A large additional provision is needed on the educational side.

Expenditure on adults is not entirely new, but involves readjustment and re-allocation of existing charges on account of feeble-minded adults in workhouse, prisons, and asylums.

The choice of expenditure is as between the present ineffective and inhumane methods, and suggested protective and industrial measures which will train the children, and enable the adults to become workers or partially effective industrial units.

The cost will in the end be not very different, and it must be observed that nobody fit for the outer world will be removed from it.

In the light of the working of the Blind and Deaf Education Act which is compulsory, a new Act as

suggested would work exceedingly well. There are now very few areas in England and Wales not provided with good schools and institutions for the blind and deaf.

The numbers for which provision would be necessary, are, roundly, as follow:—

100,000 Adults.

50,000 Children; 5,000 at least should be placed in custodial institutions.

(Census returns, 1901 = 48,000 feeble-minded).

(13.) *Necessity for attacking the Problem at the source—the Degeneracy of Poor Urban Areas.*

All measures for the care of the feeble-minded will be palliative and not really arrestive which do not deal with the large residuum of physical and moral degenerates in the slum areas—the source of mental deficiency.

This is the population which, by acquiescence in the evils of slum life contributes the supply of mentally defectives and will continue to furnish a new supply as rapidly as the measures now contemplated cope with the defectives now in existence.

A revision of the educational system to meet the needs of this population is one of the first measures demanded by such a scheme. The revision should make for the re-establishment of parental responsibility to the child in the matters of feeding, clothing, personal and domestic hygiene; and the resources of the State and of charity should be employed to the utmost to this end.

School life should recognise the futility and economic waste of attempting to implant the present system of education upon children who are underfed, or badly fed, insufficiently clothed, and who are unclean and depressed in physique and health; school authorities should by medical and hygienic effort exert their full powers to awaken a sanitary conscience among this population.

In the elementary school the curriculum should be adapted to encourage rather than discourage a love for work. A simple scheme of elementary attainments should replace the more ambitious schemes now too often attempted, and fuller opportunity should be provided for definite teaching of duty to the home, the person, and to society.

A specific point should be made of handicraft training which should extend much lower down the school than at present, and which should be much less formal and technical. Many elder children now leave school without receiving the benefits of manual instruction owing to their literary attainments falling below that of the classes entitled to such training—these children need such training most of all.

One cardinal principle in educating the children of the very poor should be that the deficiencies of the home shall dictate the curriculum of the school, and not, as is now too prevalent, that the school shall dictate to the home the ideals of an academic citizenship which the child can never usefully or practically undertake.

Special schools of a non-punitive industrial type should, and could be set apart for this purpose from among the day schools now only partially filled in the depopulated central urban districts.

A certain number, but very few, residential schools would be necessary to complete the scheme—to provide for children whose home circumstances make it impossible to expect any permanent benefit from day-school training.

Much could be done indirectly to arrest the more serious evil of feeble-mindedness by attacking the much more extensive evil of physical degeneracy—the ugly parent of mental deficiency.

Unless the cause is arrested at its source, as it well can be, the canker will proceed unabated for each generation to bemoan and to combat as best it can.

(*Signed*) A. EICHHOLZ.

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3615. (*Mr. Loch.*) The problem I understand you put forward, in a manner, is the prevention of feeble-mindedness. You say: (*Vide paragraph 5 above*) "A revision of the educational system to meet the needs of this population is one of the first measures demanded by such a school. The revision should make for the re-establishment of parental responsibility to the child in the matters of feeding, clothing, personal and domestic hygiene and the resources of the State and of charity should be employed to the utmost to this end." One has to consider, first of all, in some measure, what the size of the problem is. You have given here, and also in your evidence before the Committee on deterioration, certain suggestions as to numbers?—Am I to be re-examined on my evidence before the Physical Deterioration Committee? I have only a copy of the report with me, and I am without my statement of evidence.

3616. I do not think it will require a reference to it. I only want a figure from which I can work. I think it well to get a kind of numerical estimate of what we are dealing with. I understand that you there came to a general conclusion that about 100,000 children might be very badly off from the point of view of food?—The conclusion I came to was this: after going into such figures and information as were available (and I sought everywhere for them), that in London there might be 100,000 children who were not fit to benefit by the education provided for them by reason of physical defect which might be largely compensated by prover nutrition.

3617. It was with a view of taking that figure and then deducting from it that I asked the question?—I am only anxious to make certain what I mean by that figure.

3618. I tried to come to some kind of estimate myself on the basis of those figures with a view to the work of this Commission, taking the school attendances as 600,000?—It is more than that now, it is nearer 700,000.

3619. You say 25 per cent. suffered from the taint of physical degeneracy?—I have never said that. 100,000 is not 25 per cent. of 700,000.

3620. The number of children attending would be 700,000. A fourth of that would represent a fourth of the schools which it was thought well to enquire into?—The percentage of 25 was arrived at in reference to a particular stratum of schools. I should like to have a copy of my evidence. (*Same handed*).

3621. 615 is the note I have to the question. You say, speaking about medical inspection, you can confine it to the poorer schools—one-fourth of them?—Yes, that is 25 per cent. of the children.

3622. Might we say that that would be one-fourth of the school population?—That is what I indicated as the area over which medical inspection should be instituted. I did not wish to indicate that the whole of that one-fourth is physically degenerate.

3623. But one-fourth of the poorer schools would be the subject of your consideration?—That is the area for medical inspection.

3624. That being granted, we might say one-fourth would suffer from the taint of physical degeneracy, at most?—May I see what that comes to.

3625. 38,500 on my figures; it would be rather more on yours?—I estimated the number at something near 100,000. This was for the whole of the schools of London, provided and non-provided.

3626. 100,000 for the total?—Yes.

3627. I was trying to bring you down to the physical degeneracy cases?—I am afraid you cannot do it on this question 615. This dealt with the area for medical inspection. I should say that my estimate of 100,000, or 122,000 to put it more correctly, was based on the figures and statistics of the several non-overlapping Committees, who distribute meals under various conditions to the poor children within the London County Council area. It was the best estimate I could offer at the time, based upon evidence and enquiry from every quarter, and in the absence of further information from any other source, I am bound to re-state it. Like all other estimates it is limited by the facts in existence at the moment of compilation. Up to the present I have seen no information which would lead me to consider the number of children retarded through malnutrition as less than this, though I should be glad to think the number was less.

3628. Would it be out of the way, taking the general phrase "Taint of physical degeneration," to say, if we were dealing with 30,000 children it would cover the whole?—That is just what I do not think. You have a larger area of child population to deal with. I think the 100,000 does not over-state the case. There is no

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object in over-stating the cases. It is sad enough that they are so large. There may be anything up to 100,000 children in London who are in a physical condition in which they cannot benefit by the instruction which the London County Council sees fit to provide for them. The physical condition is of such a kind as would be largely remedied if the children's nutrition were efficient.

3629. That 100,000 would represent the population out of which this kind of trouble such as we have to consider here would come ?—Entirely; 100,000 children depressed in physique, though not of necessity underfed; I wish to separate the two ideas. The Feeding Committees on which I base my estimate, feed those who are depressed in physique as well as the purely underfed. The total they deal with may be taken to represent the aggregate of physical subnormal children in London.

3630. In that 100,000 there would be that number ?—Yes.

3631. I thought it would be a smaller number ?—I wish I could think it were smaller.

3632. That, of course, is a number which requires very special organisation if we are to tackle a point of this sort from the point of view of this Commission ?—Yes, I have indicated measures by which I think it could be tackled at no great expense to the community, in that report to the Physical Deterioration Committee.

3633. I want to take these points in connection with your statement here. First of all, as to individual cases, they vary very much in detail; for instance there are individual cases here in which the family is a family of a widow and two or three children, and their wage; and other cases with a considerably larger wage, and there is temporary illness; so there is a very great variety, yet probably the children in this family would come within the circle of your 100,000. Do you think it is possible to deal with this from the point of view of preventing feeble-mindedness without a very careful scrutiny of the details of the family, and possibly some system of visitation ?—I believe that the closest possible scrutiny of family circumstances is necessary, and I think your greatest expense will not be in relief, but it will be in discrimination. The expense of discrimination is going to be large if it ever is at all possible.

3634. If we could discriminate these cases in that way, we should have our hands really on the causes, probably ?—Yes, and you would not have to deal with 100,000 cases, you would even have to deal with something much smaller than 38,000. I have said before the Deterioration Committee, that if you dealt with a dozen cases in every slum area in London, as has been done in the case of the School Attendance Acts, you would do a very great deal to reduce this problem of child deterioration. I am willing to repeat that here.

3635. That granted, what would be the process. You admit that they should be visited and there should be treatment of individual cases. How should we try to bring this preventive method into force satisfactorily ?—Most satisfactorily if you could get public opinion to arouse itself and do some work voluntarily. If we could get people who have leisure and time and capacity to devote some part of that time to the service of our slum children, that is to say, if we do everything we can to encourage and develop bodies of capable managers to serve every one of these districts in London, and every other large town, then there is some hope for the satisfactory solution of the problem. Until we do that I feel that whatever is done by legislation and by Minute, and so forth, is bound largely to fail of effect. If I do feel one thing more than another, it is that the measure of public opinion may be accurately taken by the number of voluntary managers who become available for this work.

3636. Then if there is to be prevention we must try and bring up a race of good voluntary managers ?—Yes.

3637. Would it help if the position of manager were in some way honoured as it is in foreign towns ?—By an honorarium, do you mean ?

3638. By a position; for instance, as they have in Germany?—I think that may do in Germany, but I think it is unnecessary in England.

3639. Would any other method be advisable ?—Other than by arousing a sense of duty to what is a vital matter for the national welfare, I do not know what methods are advisable to get people to become managers. Local Authorities should encourage them to come forward by laying upon them as large a responsibility for initiative as possible, and by consulting their opinion and experience on every occasion.

3640. You admit there is a vast demand at present ?—I think it is a matter of grave public responsibility.

3641. You admit it is crucial almost ?—It is crucial to the success of our educational system. No opportunity should be lost of enforcing the point upon public opinion.

3642. Would you pay men or women to do it ?—If it is necessary to pay I should advise that payment should be made. In fact I have already recommended the appointment of anything up to half of the school attendance visitors, that they should be women, who could, of course, be paid. But I do not think payment is going to ensure greater efficiency of service than you will get by voluntary service.

3643. You would not throw it on the Poor Law and relieving officers ?—I do not know enough about Poor Law Administration to be able to recommend such a course.

3644. What number do you think would have to go to institutions ?—Of the physically degenerate or of the feeble-minded ? One is twenty times the size of the other.

3645. (*Chairman.*) We have nothing to do with the physical degeneration. Ours is only the feeble-minded. —We have been discussing up to now the physically degenerate.

3646. (*Mr. Loch.*) I refer to the larger number because from the larger grows the lesser. I understood the evidence was that ?—Yes, I introduced it for that purpose.

3647. The evidence of the witness was that there was a certain number of the physically degenerate children, the hot-bed of the feeble-minded. I have been trying to bring the number of the feeble-minded to a definite number in order to see what we have to deal with. I proposed that there should be visitors as suggested by the witness and asked the witness how he might help us to get that reform, that being a vital issue ?—I have already done what I could in my own way by stating the facts before the Physical Degeneration Committee and offering recommendations.

3648. Take another point, the point of view of health. On page 211, col. 1, you say the children are "badly fed, insufficiently clothed, are unclean and depressed in physique and health. School authorities should by medical and hygienic effort exert their full powers to awaken the sanitary conscience among this population." Clearly, I presume if that were done we should reduce the number of our feeble-minded ?—Yes, I hope so.

3649. Have you thought what staff you would take in a particular school or district in order to carry out your own programme ?—Yes, I suggested to the Physical Deterioration Committee that in London a certain number of medical officers should be appointed to help the chief medical officer to carry out this duty. I suggested ten men on full time.

3650. (*Chairman.*) I think we had better not go too far into the question of physical deterioration; as all that evidence is before us it hardly needs repeating.

3651. (*Mr. Loch.*) No, the only thing I am anxious to do is to enable the Commission if it is necessary to make suggestions which may be preventive. The difficulty we feel is that the population of feeble-minded might grow and grow, whereas Dr. Eichholz's evidence I think is the most important from the point of view of the hopefulness of prevention ?—I have suggested that the London County Council should appoint ten young medical men at an annual salary of £250 to perform this service. I think I am not revealing anything confidential in saying that the London County Council has practically adopted this suggestion to this extent, that, instead of appointing ten men at £250, full time, they are going to appoint twenty men for half time, which is practically the same thing. That would for the present meet my recommendation as to the medical service which these schools will require.

3652. Would you attach to that local health visitors ?

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—I have also suggested lady visitors attached to the school attendance department.

3653. Would those be paid?—Yes, in fact that half the male school attendance visitors should be replaced, at no increase of expense, by an equal number of women.

3654. You would practically re-staff the educational system from the point of view of the question of health and you would rely greatly on that staff of managers for prevention?—And something else of vital importance —a remodelling of the whole curriculum.

3655. From that point of view of re-modelling the curriculum, considering the feeble-minded population, have you anything to say?—What I have already said to the Physical Deterioration Committee. I have suggested that as these children will never benefit by what is known as Seventh Standard curriculum, we should create some new sort of curriculum which takes them up to a Standard IV., and which they can be reasonably expected to reach. So much could be taught well and effectively during the available years of school life, and would leave over a good margin of time for training in industrial employment on the lines set out in the day industrial schools, or in the schools for elder defective boys.

3656. Do you think that the steps that have to be taken are already originated, and we might leave the question of the prevention alone, from the point of view of this Commission?—Decidedly not. So far, we are, for all practical purposes, just where we were.

3657. What would you suggest further?—I should like to see what has been suggested tran ferred from speculation into action. I do think that the Commission ought to exert every effort within its power in the direction of prevention as regards the physically degenerate if it wishes to have any real influence upon the appearance of the feeble-minded in the next generation. I can only remind you that among the physically degenerate population you get just three times as many feeble-minded as you do in the ordinary artisan population. Whether that is a question of cause and effect or of association I am not prepared to say, but the fact exists. The poorest slum population just gives us three times as many, and commands our activity in the first instance.

3658. (*Mr. Dickinson.*) I do not know whether Mr. Loch asked you with regard to your figures, (*Vide page* 211, *col* 1.) Will you tell us exactly what those figures mean. The numbers for which provision would be necessary you say roundly are as follows: 100,000 adults—that is in England and Wales?—Yes.

3659. How do you arrive at that figure. I suppose it is necessarily rather a round figure?—It is a round figure. There is the 1 per cent. of population which comes out to 32,000,000 divided by 100 which is 320,000. I do not think that we should have to deal with more than a third of that number. I think that in all estimates of this kind there are two aspects to consider, one the estimate of what exists, and another estimate of what one will have to deal with.

3660. You think that the number of defectives that exists is larger than 100,000?—Yes, I think it may be three times as many. It is 1 per cent. of the population, roughly speaking—not quite 1 per cent., something less than 1 per cent. So that the number would be between 250,000 and 300,000.

3661. That is taking all grades of society?—Yes, and a certain number of these will become self-supporting under supervision, as I explained elsewhere, and do not come on the rates, at any rate for a considerable portion of their existence. I think one is well within eventual requirements when one states it as 100,000.

3662. One hundred thousand are the defectives whom you think must be supported by public assistance?—At public cost, yes.

3663. That is a permanent number all through the population—the 50,000 children. That means that there are 150,000 persons at the present moment in your opinion must be supported?—Yes.

3664. Only 50,000 of them are children?—50,000 children will not require to be supported. As I state in the statement immediately following, the minority will go into custodial institutions, the majority will be dealt with in day schools and maintained by their parents.

3665. I did not quite understand from your note. You say the numbers for which provision will be necessary are as follows:—100,000 adults, 50,000 children?—It is educational provision in the case of children. It may include boarding and lodging.

3666. Do you mean 50,000 of those must be added to the permanent army of the feeble-minded?—I do not understand your "5,000 at least should be placed in custodial institutions."—I do not think the whole of the feeble-minded children require custodial treatment. As children, they can be dealt with from their own homes during the years of school age. At the limit of school age a good proportion of them ought to be turned over for poor law provision or custodial provision of some kind or other, but during school years they can be dealt with at home, that is to say, with safety to the population, and at reduced expense. The 5,000 are the proportion of children of school age who ought to be in institutions at the present moment on account of anti-social tendencies and of bad home influences.

3667. With regard to the other 45,000, are they children who when they pass out of school ought to be safeguarded in the same manner?—I think one half of them ought to be safeguarded at least, as I have said elsewhere.

3668. One half of these 50,000 children, that is to say, 25,000 children?—May I refer you to page 210, col. 1. "A good average school not exceptionally placed as regards materials, local industries, or voluntary workers, may, with prolonged training, expect to reach 40 to 50 per cent. of successes."

3669. That leaves 50 to 60 per cent. of the children in a good average school who will be looked upon as permanently defective?—Yes, you can deal with them in the day schools while they are young, but 50 to 60 per cent. will have to be dealt with by the rates later on.

3670. Of those 50,000 children, about 25,000 to 30,000 in three or four years will have to be added to the class of the 100,000 adults?—Yes. They will contribute to maintain the total of adults at 100,000.

3671. You note the census returns, 48,000?—I have made a note of them.

3672. You think they are quite inaccurate?—Yes. May I refer you to my evidence? *Vide page* 205, *col.* 1.

3673. Perhaps you will give us a statement?—"The number returned as feeble-minded in the census is about one in 700 for England and Wales," which is actually about 48,882, and about one in 1,000 for London, that is about 4,347 in London.

3674. You have no idea to what that discrepancy is due?—I referred to it before the Physical Deterioration Committee, and I was informed that the numbers were subject to revision.

3675. You do not know the cause?—It is easy to imagine; when parents have to describe their own children as feeble-minded, they hesitate to admit it.

3676. Why should they do that less in London than elsewhere?—I am not able to say.

3677. (*Dr. Dunlop.*) I might draw attention to the fact that the Metropolitan Asylums Board imbeciles are all kept outside London, and that consequently reduces the number of feeble-minded.

3678. (*Mr. Dickinson.*) May I ask a few questions on page 205, col. 2, heading "Causes of Feeble-mindedness. From what you said to Mr. Loch, I take it you attribute a good deal of the feeble-minded ness to the physical environment of the children?—What I have said is this: "In the great majority of cases it is possible to say that the affliction is congenital; that is to say, is present from birth." I should like to add to that that drink, phthisis and depravity of living in the parent, are more frequently associated with feeble-mindedness in a child than any case of direct heredity.

3679. (*Mr. Byrne.*) Do you mean those three things together, or one or other of them?—You find them alone or together.

3680. (*Mr. Dickinson.*) Might I read your words here.

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"In the great majority of cases it is possible to say that the affliction is congenital." Then in the third paragraph, lower, you say "though heredity plays a part in determining the feeble-mindedness, it would not be a fact that heredity can account for more than a minority of cases." I suppose you are differentiating between congenital and heredity?—Yes; a man may be born without an arm congenitally, but there is nothing hereditary about that. Would you like to hear some numbers on that point?

3681. Yes, I should.—I have taken statistics of 1,257 cases of histories, mainly in London and the suburbs—Walthamstow. Of those 1,257 there is a possibilty of discovering nerve taint—I mean signs of insanity, epilepsy, and chorea, deaf mutism and feeble mindedness—in not more than 30 per cent., or 378.

3682. What are these cases?—Cases of children whose histories have been taken by what I consider very reliable head teachers in London schools. I have gone through them myself with the teachers.

3683. In the feeble-minded schools?—Yes. 30 per cent. only show any sign of nerve taint in the family history 70 per cent. of them, that is to say the difference between 378 and 1,257, show no nerve taint in the parent, but very frequently, as I say, show associated circumstances such as drink, phthisis, and depravity in the parent. I should say we get a great deal more of any one of these than we do of nerve taint. That nerve taint when it does occur, occurs as it might do in any ordinary family. It occurs perhaps in a grandfather late in life, it occurs in an aunt, uncle or cousin of the child, but it occurs indirectly. It occurs among the collaterals rather than directly, so that there is nothing in that nerve taint by which we could have detected defect in the parents, and so by custodial treatment have prevented that child coming into the world. I have tried to discover how many cases of direct taint there are by which we might have seized upon the parent as a child and locked him up and prevented him from becoming a parent. In those schools, and this applies to a thousand cases, I have only been able to discover that that happens in 4 per cent. of the cases; so that if we were to lock up altogether the feeble-minded, we should still have a majority of these feeble-minded reproduced from the physically degenerate in the next generation. I do not know whether you have followed my argument. I mean that it is so far, not the feeble-minded themselves who are producing the feeble-minded in anything but the very small minority of cases—but that the feeble-minded come in great preponderance from the general population.

3684. Surely that is not quite conclusive. You would not be able to say the feeble-minded are not producing the feeble-minded?—The feeble-minded do not appear to be derived in anything but a minority of cases from feeble-minded or neurotic ancestry.

3685. As far as you are able to ascertain, a great number of the present feeble-minded children come from stock that have shown no taint of feeble-mindedness?—Yes.

3686. But have come from parents who have shown vicious tendencies?—Not always; in a certain number of cases. They have been given to drink and phthisis. I do not know how far we are going to call those circumstances of heredity or circumstances of association.

3687. It is your opinion that drink does tend to feeble-mindedness?—It is associated with it. It would be an unscientific statement to say more.

3688. (*Dr. Needham.*) Would you tell us what you mean by nerve taint?—May I read a note on this point? "In the majority of cases, 70 per cent., no history of hereditary nerve taint (insanity, feeble-mindedness, epilepsy, chorea, etc.) is obtainable. In 30 per cent. of cases this history is obtainable but in these cases it is in the large majority of cases either indirect or occurs for the first time in the parent some years after marriage. In only 4 per cent. of the cases do these histories show direct hereditary taint occurring early enough in the parent to have been prevented by custodial treatment. Custodial treatment would as far as histories show only prevent a very small proportion of feeble-minded cases from coming into the world."

3689 (*Mr. Dickinson.*) That is the point I want to go to; in all probability the offspring of the feeble-minded will be feeble-minded?—May I recall a letter in *The Times* recently issued as a Christmas appeal by the National Association for Promoting the Welfare of the Feeble minded in which the work was commended to the public on these very grounds, that the children of feeble-minded mothers were normal healthy children.

3690. I do not know about that; I want your own views?—They are these. I have gone over as many instances as we can gather of feeble-minded children who have left school during the last ten years, and it is very rare that I can discover either boys or girls (and this is from teachers who have kept their results in books) having become parents of other children. It seems impossible to escape the conclusion that although these children may possess in a few instances considerable excess of sexual inclination, their fertility is a small factor; whatever happens they do not become parents of other feeble-minded, or become parents of any children to a very great extent. It is very difficult to discover up to the present time any fact of parentage, of boys or girls, of feeble-minded children, who have left your own schools during the last ten years, so that it seems to me that their fertility as parents is small. That is one circumstance. There is the other circumstance that these children are subject to a very enormous infant mortality. I have taken cases at one of your own schools St. Clements Road, Notting Dale; they are picked cases. Out of 170 children born in the families which supply children to feeble-minded schools, 103 are dead before school life ever has a chance of beginning—that is 60 per cent.

3691. Children of whom?—Parents who supply the feeble-minded to schools. So that there is this second circumstance; a large death rate. There is a third circumstance which is constantly adduced, that children of feeble-minded mothers are themselves healthy. I think that is a fact which is not in question. They participate in this law of healthy birth. I may recall the occasional cases encountered in public elementary schools in which a feeble-minded parent has several perfectly normal children in attendance at the ordinary school. So that putting these three facts together, apparently small birth rate, apparently very large death rate, and a considerable proportion of children if they are born who turn out healthy, it seems to me the feeble-minded themselves are not going to contribute very largely to the perpetuation of their own kind. The feeble-minded, in fact, come from the degenerate of the population in the slum area.

3692. Dr. Smalley gave us a case this morning?—Yes, I can give you some more.

3693. There are many cases of that?—There are not many shewing direct heredity from the parent; there are a few. I think we all know some cases. I am not sure whether we do not all know the same ones. There are certain very well-known cases in London. I may mention a case of parents who have had a run of nine deaf-mute children, and also another case in Blackfriars where there has been a run of feeble-minded children and deaf-mute children—seven; in fact the whole home is being maintained by a deaf-mute boy. These cases do occur.

3694. They must have something to do with the parents?—Yes, I admit that freely. I have admitted the fact that in a minority of cases you can discover hereditary taint of a direct kind, in anything up to five per cent. of the cases, which is a very small proportion on the *primâ facie* assumption of heredity as a direct cause.

3695. You would not allow it is more probable that feeble-minded parents would have a feeble-minded child?—I should say only to a slight extent, and to a diminishing extent with each generation. I have given some statistics of deaf-mutes. Deaf-mutism is very largely a neurosis, not entirely, but very largely. I have given you the number of cases of deaf-mute children born of double deaf-mute marriages. Over 91·5 per cent. of the children were born healthy non-deaf-mutes.

3696. But going a little bit further with that, do you say that a considerable proportion of the children who are at one time or another classed among the feeble-minded are perfectly curable?—I will give you some cases if you like. May I read you some notes?

3697. You do say that here, do you not?—Yes, that their taints of feeble-mindedness are compensated so as to become indistinguishable industrially and socially. May I read out some notes from a school in Deptford. D. S., age seventeen, when he was at school was violent, passionate, vicious, fought, kicked, scratched, ran home from school, jumped through the window and over gates. That boy is now working very steadily in a gas factory at Deptford.

3698. Can you tell us what his cure is due to; is it merely to the teaching at the school?—That is the only treatment he has had, a day school treatment.

3699. He has had no physical assistance?—There have been dinners from the fund available as they are always in the defective children schools. Here is another case:—J. M. is a boy at school; passionate, very violent, and singled out his mother especially for his attacks. He is now doing well, earning 10s. a week, and is said to be better to his mother. Here is a case of a girl, M. B., now aged twenty-one. When she came to school she was repulsive in manner, given to the use of bad language, obscene in the play-ground, offices, and in the street. She improved before she left. She is very steady now; self-supporting, working in a rope factory, earning 8s. 6d. a week, and is able to live on it. I know these are exceptional cases. I have been at some pains to get them, and I think I ought to give you them. There is D. O., another boy aged sixteen; very bad temper, when at school, used to throw slates and vases at the teachers, kicked and used to fight with his fists. Under school influence he left and became very steady, earning 8s. with a pony cart as a hawker; said to be a very careful driver, and works for his mother who looks after him. I have several other cases of a similar nature.

3700. I think that will be enough.

3701. (*Mr. Loch.*) Is the time that has elapsed between the leaving school and these figures, sufficient to show that the character more or less is set?—Would you desire to hear an account of an older case?

3702. It is not by immediate cases; it is generalisation one wants—whether this treatment has been tried for a sufficiently long period?—It is a school which has been working for about twelve years.

3703. And the children referred to as grown up would be what age?—Anything up to twenty-three.

3704. Are you of opinion that the evidence up to twenty-three suffices to draw the conclusion that these children will get through life well without relapses—that is the issue?—I think the most difficult years which the children experience are the years which immediately follow leaving school. That is the experience of everybody who has had anything to do with children of any kind. The fact that these children can reach up to twenty-one (I have older cases) and carry out their lives in a small way in semi-skilled or unskilled work satisfactorily shows they have made a fair start.

3705. (*Mr. Dickinson.*) Is it your opinion that these children who have passsed through these schools owe their success to the schools?—Entirely.

3706. And that if they had not been in the schools in all probability they would have developed into feeble-minded people?—Entirely; you would not have had this 10s. or 8s. 6d. per week, but you would have had to supply them from the rates.

3707. The mind actually can be strengthened by this system of education?—That is what these cases appear to show.

3708. There is one other matter I want to ask about; that is the colony at Ursberg you gave an account of?—I have some pictures of them if you would like to see them. (*The pictures were handed in.*)

3709. What powers of compulsory detention have they got?—None, it is purely voluntary. It is a Roman Catholic Institution of a voluntary nature. Like all institutions of that kind both in this country and elsewhere, it is founded to give work to an Order which has become domiciled in order to take work of public assistance in some form or other. This is their work; there is no compulsion.

3710. I mean compulsion upon the feeble-minded, compulsory detention. What powers of detention have they got over the patients?—No power of detention. They tell me the patients very rarely exhibit any desire to leave.

3711. They are none of them, I suppose, lunatics. I do not know what the system in Germany is?—It is a system which I think Mr. Byrne was trying to discover from Dr. Smalley this morning. It is a system in which all classes of people are brought together, and then are classified industrially and medically within the walls of the Institution. You find separate wings for epileptic, feeble-minded cretins, deaf-mute, blind, paralytics and idiots.

3712. Is that the case at Ursberg?—Yes, this is at Ursberg.

3713. With the 1,100?—There are 1,400 now I hear from a recent report.

3714. That includes insane of all kinds?—There are very few insane. When I was there they had a couple of very small rooms each holding not more than nine or ten.

3715. Can you tell us what kind of certificate is required for introduction into these homes?—I have not brought it with me. There is apparently no legal certificate in the nature of a lunacy certificate; they are admitted practically on the nomination of the local authorities.

3716. Surely they must have some power of detaining the actually insane?—I do not know what the law is or the circumstances under which these are admitted; I only found very few here who might be called insane. Their foundation is not primarily for lunatics. There are certainly a proportion of difficult cases but no Catholic Institution will exclude a difficult case voluntarily. Whatever they take up they will deal with tenaciously in my experience.

3717. But you cannot say what powers they have of keeping these people there. They must have some legal powers?—I am not aware of any powers of detention. There is less legislation for the feeble-minded in Germany than with us, yet in spite of this fact much more has been accomplished. From the information I could gain they had no powers, but anybody who was there stayed as long as he wished practically, or as long as his friends wished to keep him there.

3718. Do they pay at all?—Yes, there is a charge of anything up to £27 10s.

3719. The patients pay?—Yes.

3720. I suppose they have a fund for those who cannot pay?—The funds are derived from contributions of the local authorities and from charities as in the case of the voluntary institutions in this country. The charges are graded to suit the grades of society from which the people are drawn. They have every class of patient.

3721. What do you mean by saying: "On admission the applicant is enjoined to remain in the institution for the rest of his days"?—"Enjoined" was not a good word—"persuaded" would be a better word.

3722. They do not use any religious injunction?—No.

3723. (*Dr. Donkin.*) If I had had time to study this, which I am sorry I have not, thoroughly, I am afraid my questions would be rather numerous. On page 209, col. 2, you say "Though it is possible that feeble-mindedness cannot become completely cured, it is true on the other hand that many serious defects become eradicated." May I take it that what you have in your mind when you speak about feeble-mindedness is that it is often, or even in most cases, approximately or quite curable?—For social and industrial purposes the defect frequently becomes latent. That is what I mean.

3724. For social industrial and practical purposes the majority of cases of what you denominate as feeble-mindedness are cured?—Yes.

3725. You say they cannot be completely cured. I want to be sure whether I am fairly reading your thoughts when you wrote that phrase.—Practically, socially and industrially speaking. the majority of cases you write about as feeble-minded may be in favourable circumstances cured?—Decidedly not. I have given you instances in which these improvements took place, but I have pointed out in my evidence, and I drew Mr. Dickinson's attention to it just now, in a good average school I expect to reach 40 to 50 per cent. of successes. Therefore, 50 or 60 per cent. will be non-successes.

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3726. In every way?—Industrially and socially. I have given you instances in which mental defects have been for all social and industrial purposes compensated so that you will find a youth or a girl has been able to work steadily at a decent employment at a fair wage without control. I am very far from saying that that happens in anything more than a minority of cases. What I have given you are instances and not averages.

3727. It implied to me when you said, "Though it is possible that feeble-mindedness can not be completely cured" that your real meaning was that although it is extremely rare, it is probable it can be cured?—I have stated exactly what I mean in my report on Edward Street, "60 per cent. of the boys and girls in this case have done well." I have also pointed out the circumstances which make this more or less probable; with a good neighbourhood, with good industry, good managers, good teachers, and a good after-care committee, you will approach 60 per cent. With less good teaching, no managers, no avenues for industry, nobody who cares about them, and bad parentage you will drop to nought per cent. On the average you may expect 30 per cent. of successful cases—as I have said a minority of cases. If you go to St. Clements Road, Notting Dale, you will see one extreme; if you go to Edward Street, Deptford, you will see the other extreme. I have not said that feeble-mindedness can be cured nor do I think so; but its effects can by suitable training be compensated for social purposes.

3728. On page 205 you say "feeble-mindedness usually occurs associated with other signs of physical defect, transitory or permanent." Is the larger class transitory or permanent, in your opinion?—If you look through that you will see that they are transitory—class A.

3729. Will you give a few of the most salient instances of what you mean by "transitory defect?"—"Those may be diseases of mal-nutrition and neglect, thinness, paleness, anæmia, stunted growth," etc. You wish me to read that again?

3730. That is what you mean?—Yes. May I also point out another thing. I have taken some height measurements which will show you what I mean by "permanent." When I was preparing evidence for the Physical Deterioration Committee, I took certain measurements of various types of population in London and elsewhere and plotted them into curves indicating rates of growth. I took a model of a good population and a series of bad populations in various parts of London. I also took the rate of growth of the feeble-minded population compared with the normal population. I have pursued this and taken some more measurements, and you will be able to see that rate of growth among the feeble-minded population falls between certain ages much below the worst of the degenerate population with which it is connected.

3731. My questions were directed to the object of trying to find out whether you and some other members of this Commission are dealing with the same class of people under the term "feeble-minded." What are the characteristics generally speaking which justify you in labelling a child, or any person, feeble-minded? In other words give me a short description of what you mean by feeble-mindedness, apart from any theory of causation?—May I refer to my first head "charactistics of feeble-mindedness or mental deficiency." I should like to explain to you, with some diagrams I have prepared, what I mean by a feeble-minded child. May I read the passage through with you?

3732. I would rather hear what you consider. In going round a school you would be able pretty well from your experience, which has been larger than that of a good many of us, in a very short time to tell a fellow doctor what ground you go on to call a child feeble-minded or to call a child normal and so on?—I should hesitate to label any child feeble-minded without close personal examination of his mental powers. It would be necessary for me first to ask the head teacher which of the children are progressing and which are not. When those who were considerably retarded, say more than two years, were turned out for inspection, I should at the first exclude those who were retarded purely by reason of bad sight, impaired hearing, serious physical defect or general imperfect physique. Then in order to ascertain the existence of feeble-mindedness I should attempt to get into touch with the child, talk to it, try to interest it about its circumstances, and about its meals. Descending lower and lower, among the expedients for attracting the child's interest and attention I might find I should have to resort to the expedients of offering it sweets or cakes. It is necessary that one should be able to visualise the child's mental range in order to get into touch with it. Then I should determine from the child's talk, what sort of response, what sort of speech, what amount of concentration, and what power of attention there were; then I should get the child to perform some simple act in order to determine the volitional power and what amount of persuasion it required in order to secure the execution of a small command, whether it was susceptible to praise, whether it was able to remember what it had for its last meal, what power of memory it possessed and of what kind, whether it possessed any power of imitation, whether it could draw a number of lines on a sheet of paper, whether it could cut along those lines with a pair of scissors, whether a child would play with a doll, if a girl, or liked toy soldiers, if a boy. Having determined the general facts of character in that way I should come to the more purely pedagogic points, I should see if it knew its letters, see if it knew the difference between the pairs most usually confounded such as B and D, M and N, and then try it with a few little words. Then I should attempt to discover whether it knew what c-a-t spelt, then by analogy, whether it knew that h-a-t spells hat, then I should continue it further; what is h-a-m and then h-a-m-m-e-r. In this way I should quickly reach the limit of its powers with regard to reading. Meanwhile I should be learning a great deal about its speech. Then I should discover whether the child possessed any knowledge of counting. If a child of seven cannot count above 13, 14, or 15 I consider I have ascertained it is subnormal in this respect. I should deem its power, as far as number went, showed that it was a fit case perhaps for special treatment. Then I should try whether it could imitate or write and so forth. I should say that an examination of this kind would apply to a child of about seven years of age and would differ in the pedagogical limits for older or younger children.

3733. Granting a child which has good special senses, and has been taught a few months in school, what is the mental condition which would justify you in calling it feeble-minded? Would you be able to tell shortly after some observations such as you have mentioned and hearing the history of the child from a good schoolmistress whether that child would ever be able to run alone, and earn its living?—I should be able to say whether on the one hand the child was merely dull and backward, or whether on the other hand he was imbecile. A dull child would remain in the ordinary elementary school, the imbecile child would be fit only for exclusion from every kind of school. The intermediate child would be the feeble-minded child for whom in a certain number of cases an industrial career is possible—either alone or under supervision.

3734. Would you agree that the expression "feeble-minded child," as apart from "imbecile," means a child who was capable of learning certain things, and might be able to earn a good part of its own living under supervision, but would never be able to completely do for itself?—That is a feeble-minded child.

3735. That is the sense in which you use the word?—Yes.

3736. Do I understand you to say in a majority of these cases their feeble-mindedness is the product of untoward circumstances in their individual life?—No. I have said it is congenital—it is inborn.

3737. But you say it is not hereditary in the sense of its not being transmitted?—In the majority of cases.

3738. Would not you say that feeble-mindedness itself, apart from epilepsy and such obviously physical nervous disorders that you have mentioned, *primâ facie*, is very likely to be transmitted like the ordinary physical characteristics of any family or race?—Do you mean biologically or administratively?

3739. Would it not be *primâ facie* likely from what we know of normal heredity, that deficiency (because we take it that underlying feeble-mindedness there is a certain condition of defective development of the brain), would be hereditary. That, I think, you and everybody would agree?—Yes.

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3740. Is it not very likely ?—It is likely *prima facie*, but it does not appear to work out from the information at my disposal. I am submitting new experience which it has been only possible to collect since the working of the 1899 Act. I submit that it is my duty to submit not *prima facie* views, but the results of actual experience in the schools.

3741. You are admitting it is *prima facie* likely that silly people have more silly children than people of average intelligence. Is not that so ?—Yes, I have admitted that—not to any great proportion, not so as to affect any great proportion of cases. I have admitted it for 4 or 5 per cent. of the cases.

3742. Is it not likely that in inquiring into the history of families with regard to defective intellect, it would be in a large number of cases exceedingly difficult to get at, and probably would be denied ?—But direct heredity would be apparent the moment you see the father and mother.

3743. In 30 per cent. of the cases you say you can trace something ?—You trace it in the collaterals.

3744. Direct or collaterals ?—It is not going to help us biologically or administratively. The fact of a child's uncle being insane will not affect that child's entry into the world by any custodial means we can reasonably devise—and most of the history of heredity is of this kind.

3745. Have you ever asked the superintendents of idiot asylums what they think of the characteristics of the parents of inmates who visit the institutions ?—I have enquired from many sources. I am always told, in the first instance, that heredity plays the largest part, and my informants refuse to think anything else until they are confronted with their histories, for which they themselves are responsible. If you ask a headmistress what she thinks, she will tell you heredity plays the largest part.

3746. That is not what I was asking. I was asking, have you asked medical men who have studied it ?—Yes, and they hold the same impression until they view these histories collectively.

3747. You say on page 206: "Feeble-mindedness may be accepted as pointing to the early race extinction of the class afflicted." It is very common that the feeble-minded are coupled with the normal. The feeble-minded do not always couple with the feeble-minded. Would you not allow some force in that criticism ? They do not couple and so get race extinction; they are constantly re-inforced by the normal ?—I have no information on that point other than the fact that a feeble-minded mother in such a marriage is not infrequently the parent of perfectly normal children attending an ordinary elementary school. I can refer you to the statistics of deaf mute marriages which I have submitted. Those are double deaf-mute marriages. The evidence of that is that feeble-minded parents, in so far as we can discuss them by analogy, appear to be responsible for very few defectives in the next generation.

3748. It is notorious that many deaf-mutes are teachable to a very great degree, and are shown by the result of their education not to be feeble-minded at all ?—Yes.

3749. It is that they are just cut off from the external world ?—They do as good work as other people.

3750. They sometimes have extremely acute intelligence, and have great power of expression when taught ?—In 75 per cent. of the cases under my inspection that is so.

3751. Therefore, might not there be a less strong or striking parallel between the hereditary character of deaf-mutism and the hereditary character of imbecility, because imbecility and feeble-mindedness, we agree, have brain disorder under-lying them; whereas with deaf-mutism, as such, there is no such brain disorder whatever ?—Why should we think that brain disorder exhibits greater tendency to direct heredity than any other hereditary disorder ?

3752. We have every reason, I suppose, in studying normal people, to believe in this tendency ?—There is little evidence for such a generalization, as far as I know. People may have a pre-disposition to think so, but I do not know that there is any evidence for it. We do not propose to submit consumptives or those afflicted with gout to custodial treatment on account of the possible transmissability of their complaint. We believe that heredity is likely to ameliorate the condition, and I contend that in the case of mental disorders the same biological conclusion holds good. If we are to segregate the feeble-minded it must be for industrial reasons, not for biological reasons of heredity.

3753. Would you deny the hereditary tendency of insanity ?—No, I have admitted it in 30 per cent. of the cases—that you can discover an indirect taint in 30 per cent. of the feeble-minded cases.

3754. 30 per cent. is a large percentage ?—I am prepared to admit 30 per cent. as possessing an indirect taint, not as possessing a direct taint by reason of which we should be justified in submitting anybody likely to become a parent to custodial treatment. I should like to argue that, whether it is or whether it is not, a large percentage, I have gone through the histories of cases in which there are histories available of children, who are themselves without any signs of feeble-mindedness, without taint—children in the London Cripple Schools. These cripple schools admit children who are physically defective, but who are not feeble-minded—the feeble-minded cripples are excluded. I have gone through the histories of one such school. I am bound to fall back on the cripples, because histories are not taken for any other normally-minded children. In one case in Deptford I found that the histories which have been very carefully taken show 24 per cent. of some kind of "nerve taint."

3755. Meaning by "nerve-taint ?"—The same thing as I meant in the case of the mentally defective; so that in poor neighbourhoods you get a large amount of this so-called "nerve-taint" among the people generally, the difference between 30 per cent. and 24 per cent. being the difference of the amount of taint discoverable as between the feeble-minded and the non-feeble-minded.

3756. (*Mr. Byrne.*) I should like to ask one or two questions to elucidate what you say on pages 205-6 There you ascribe physical deterioration to poverty and exposure to, and acquiescence in, the unpleasant conditions of town life ?—I indicate them as associated circumstances.

3757. And feeble-mindedness is, so to speak, the outcome, in some cases, of physical degeneration. If that is the normal causation of feeble-mindedness, you would expect to find very little of it among rich people ?—You find less of it among rich people.

3758. You are sure you find less there ?—I have indicated some numbers—1 per cent. in the worst town areas, 0·8 per cent. among average artizan town population, 2·3 per cent. among pauper population.

3759. Are these all taken from experience of London school children ?—I will tell you how I have taken them. The approximation to 1 per cent. that is the number that has always been admitted since the time of the Inter-Departmental Committee of 1898. They have been practically re-estimated recently in Chelsea by the London School Board. The 0·8 per cent. is the number which has been submitted for the artizan population at the previous Commission.

3760. These are children ?—Yes. The 2·3 per cent. is the proportion of children drawn from the pauper population by the Metropolitan Asylums Board and taught as improvably feeble-minded in Rochester House—the Metropolitan Asylums Home. That is the proportion among pauper children in London.

3761. Therefore you expect, naturally, a high number among the pauper population ?—I do.

3762. Not because it is a pauper population, but because it is the collecting ground for the feeble-minded of the non-pauper population. Many children become enumerated among pauper children who would not appear among that class but for the fact that they require treatment or special attention ?—They are not certified ?

3763. The Rochester House children are all certified ?—I did not know they were. They are children who used to be at Darenth, and are picked out.

3764. Some are certified, and some are not ?—They are feeble-minded pauper children, and they, with the children in the Cottage Homes under the Metropolitan Asylums Board, make the sum of pauper defectives charge-

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able to the rates. They are pauper children of the same kind and type, as those found in ordinary Special Schools.

3765. Have you any idea how those figures compare with the extent of feeble-mindedness among the wealthy classes?—No.

3766. Has anyone?—I do not know what information anybody else has.

3767. There is no authority?—I think I should know of it if there were.

3768. There is no published information on the subject?—I do not know of any.

3769. Do you happen to have, in your private capacity, any knowledge of the subject? Have you been consulted by well-off parents as to their children, or have you any means of knowing?—No statistical means. I have been consulted in individual cases, but only privately.

3770. You are quite satisfied that the number of feeble-minded among the well-off and careful people must be very very small?—It is smaller than among the pauper population.

3771. Of course it must be very much smaller, or necessarily you are wrong?—I do not follow.

3772. If feeble-mindedness were as common, or nearly as common, among well-off people as it is among the slum classes, it would be quite impossible to associate it with physical deterioration, would it not?—Yes, that is true.

3773. In other words, it is necessary for your argument that the proportion of the feeble-minded among the rich must be very very small?—That is so.

3774. It must be also true that the proportion of the feeble-minded in the country must be very very small. They do not live in the condition of filth and overcrowding or even mal-nutrition?—I should not like to say that is the case. In Oxfordshire, I think, there is a considerable proportion of the feeble-minded. I am told there the industrial conditions are such in an agricultural county of that kind that the chances of learning are not so much impaired as they would be in a town for the same kind of population—that a feeble-minded child is not so handicapped in the race for work in the agricultural villages as he is in the towns; therefore they do not feel inclined to make special educational provision for him, because all the education we could give him in special schools is not going to make him any better man for field work. That appears to be the feeling in some of the English counties. It seems to me that such an opinion would render very difficult any application of a compulsory Act to the whole of the country.

3775. As you say, there are a great many feeble-minded in the country?—I believe so. They have been enumerated in Oxfordshire, Surrey, Berkshire, Rutland, Leicester and elsewhere.

3776. Granted that there are, would you say that feeble-mindedness was on account of the causes which have given rise to physical degeneration, namely, the overcrowding and so on?—My experience of life in the country does not enable me to make any useful statement on that point.

3777. I will not press that. If you take your statistics that you have given us, you mention that you had procured family histories in the case of 1,257 children?—I have analysed the family histories which the London County Council and other bodies have taken.

3778. Why did you take this particular 1,257 out of the several thousand in London?—I have chosen the schools on whose returns I thought I could most rely.

3779. Was that because the statistics were kept most efficiently?—Yes, and from my knowledge of the schools I was able to trust them most implicitly. The other school statistics would have been very incomplete and the schools would have been too small or too recent to have furnished me with a sufficiently large number. The plan I have adopted in inspecting the school is, to re-examine with the head teacher the official records of history, and I have gone through them.

3780. Those records vary very much, do they not?—No, the point is that they do not.

3781. They are kept on a form provided by the educational authority?—Yes.

3782. That is a recent thing, is it not?—No, it is a thing which has existed as long as I have inspected these schools.

3783. Will you tell us what part of that form relates to family history—what is the wording of it?—The London County Council will give it you, and I can give you the parallel form of the Board of Education.

3784. Perhaps without troubling you to produce the form, you can tell us, does it compel the mistress, or whoever is responsible, to make inquiries in families?—It is part of the official duty of the head teacher under the Regulations of the Board of Education to ascertain carefully and keep records of history in every case. The question to be answered is this: "Has any near relative, dead or living, suffered from insanity, phthisis, consumption, scrofula, or other hereditary disease."

3785. How does the headmistress find that out?—She enters into confidential relations with the parent. The Board of Education suggests to local authorities that no final entry be made on the form until the child has been in school at least for six months, because the first records of family history are liable to be very inaccurate. Everybody who has had hospital experience of family histories knows how in the majority of cases the first account obtained is worth very little as a true statement. After repeated enquiry a statement is obtained which is useful. During the six months the teacher becomes better acquainted with both child and parent, and more and more information becomes available. I find in my own experience that in most cases there is little difficulty, with tactful manipulation, in getting at a history if there is any to get. The teacher has opportunities of confronting the parent with those characteristics of the child. Then perhaps the mother will say: "What do you expect—my cousin, uncle, or grandmother" (or someone) "has died in an asylum." That may have been withheld before. Nothing is entered in these histories for six months, and, by that time, in many cases, sufficient time has elapsed for her to be able to say whether she is going to get a history or not. If she does not get it she does not enter it. If she gets it she enters it.

3786. On the statement of the child or the mother?—Not the child's statement.

3787. If the child said something about her Uncle Jim being in such and such an asylum she would enter that?—No, she does not enter anything here; she enters it in her private book.

3788. She would keep a note of that?—I hope she would. She would not rely upon that; she would have to confirm it. No defective child's evidence would be admissible as evidence on this form clearly.

3789. Supposing a remark like that was dropped, do you mean to say the mistress of the school would apply to the Asylum of the district to see if he was in such an asylum?—She would apply to the parent.

3790. So, practically, it comes to this: it is what the parent tells the mistress?—Yes.

3791. What the mother tells?—Or the father. It is frequently the father.

3792. In other words, it is the absolute minimum that the parent will admit, is it not?—No, it is the absolute maximum that the teacher can extract. This is true of all family histories. It is not possible to get at family histories in any other way. In my experience, both as a medical man and as an inspector of Special Schools, you are bound to depend on the statements of relatives—that is what "family histories" mean.

3793. You have, no doubt, read the long family histories that have been published, especially in the United States and one in Canada, tracing the history of a defective family?—Yes, I have read a certain amount of literature from the United States.

3794. You know there are such things?—I know the class of literature.

3795. Do you believe in it or do you think it is mostly fable?—I base my own opinion and conduct in these matters on experience gained in England. I do not see any reason for doubting the accuracy of the investigation.

It does not however, for reasons I will explain presently, carry much weight from an administrative point of view.

3796. There is no such experience as that in England. No one has attempted to make a family history?—No, it would be impossible in London; you have got your child here to-morrow and he is at the other end of London in a week's time. I do not know what happens in America, whether people anchor themselves to a particular neighbourhood, but they do not in London; you may go to a day school in one part of London in January in one year, and go in January the next year and you will find 80 per cent. of the population gone.

3797. A person of great discrimination could not come to as true results in a country where there are no such histories as in a country where they were kept. These American histories which are published, if true, must be interesting?—If true, they must be interesting.

3798. They are very full, are they not?—Yes.

3799. Generally speaking, they point to mental neurosis?—I could give you quite as many special instances in this country. I could give you hundreds of cases where there is evidence of direct nerve taint, all obtained from histories.

3800. When they are continued over several generations a special instance becomes of special interest, does it not. It ceases to be an instance and it is practically a demonstration of law, is it not?—No, no isolated instance, or no few isolated instances, are demonstrations of a law.

3801. Not the tracing of a family through seven generations from an original couple down to more than a thousand?—All feeble-minded?

3802. Not all feeble-minded, but all afflicted in various ways, criminally feeble-minded or suffering from neurosis; that, if true, would be highly interesting?—Most interesting, but of little administrative value.

3803. But you still regard it as an isolated instance?—I should regard it not entirely as an isolated instance. May I point out this: that if you investigate the ancestors of any thousand individuals you will not find an individual in this country who is not tainted with nerve defect. There is not an individual in the population for whom proof of taint does not exist if we go back seven generations or even less. In this sense we are all tainted, and if this kind of case is intended to show that those possessing the elements of nerve taint within them should be segregated, practically the whole population would have to undergo custodial colonisation, which reduces the whole argument from the American case to an absurdity. That is the value of these statements.

3804. On page 206 you say "When once established as with other signs of unchecked degeneracy, feeble-mindedness may be accepted as pointing to the early race extinction of the class afflicted." Will you explain what that means. Does it not mean merely race extinction of the individual or family; not of the class?—I mean the family afflicted. I have corrected it.

3805. The same thing in the next case?—Yes.

3806. Just one or two practical questions?—Do not you consider these practical?

3807. No, theoretical.—They are administratively very practical. What is going to depend on this argument is whether you are going to lock these people up for hereditary reasons or for reasons merely social and industrial. My argument is that whereas we have quite sufficient reason for locking up 60 per cent. inefficients for industrial and social reasons we have not enough evidence to lock them up for hereditary reasons, for on the kind of evidence adduced we shall all have to go into custodial homes—the practical importance of the theoretical argument being that a very much smaller proportion of cases will need custodial treatment, if the social and industrial standard is adopted, than if the argument from heredity is adopted. In the latter case all defectives ought to be dealt with custodially, and it is this point which I wish to contest. It is clear that the difference to the public is very considerable.

3808. You are in favour of making compulsory the Defective and Epileptic Children Act?—Yes.

3809. If it were made compulsory instead of being applied as it now is, mostly in large centres it would have to be applied to educational authorities all over the country. Do you think that the details of the existing Act are sufficient, supposing that was done? Would it be sufficient simply to make it compulsory, or would the Act require modifying? Would new powers have to be given, such as enabling the Board of Education to prescribe what measure should be adopted in each district, and what authorities should combine?—That is not necessary. All the powers now exist. We have had amalgamated authorities under the Blind and Deaf Act for blind and deaf schools. Under the Blind and Deaf Act all the authorities in North Staffordshire have combined to establish a joint institution for the deaf and blind, so that we have a precedent which I suppose could be made to apply in the cases of institutions for defective and epileptic children without any new legislation. Even though the Act be made compulsory, from what I have previously said there will always be great difficulty in dealing with the rural population and the rural feeble-minded. The educational authorities in the country very often feel that most of the legislation of this kind is made to meet the needs of the towns and does not sufficiently regard the needs of the country. I think that is the feeling with regard to the education of defective children.

3810. You say on *page 210, col. 2*, "Powers of detention should be vested in the councils of the county and county boroughs or in the Poor Law Guardians or in joint committees"?—The authorities who would keep these schools.

3811. Do you think that the public would be satisfied by the education authority being allowed to prescribe the permanent detention of the person?—This deals with children. As regards adults, there ought to be some community of action between the school authority and the Poor Law authority by which the children should be transferred, when it was found necessary, during school age or at the limit of school age. Something of this kind has been mooted at Bradford in Yorkshire. The Board of Education have received application for a joint epileptic institution, the children's section to be worked by the education authority, the adults' section to be worked by the Guardians. Whenever the epileptic cases reach the age of sixteen, they will be transferred from one end of the estate, from the school section to the adult colony.

3812. That refers to epileptics?—They come under the same Act. There is nothing to preclude the same action for the feeble-minded.

3813. Except that epileptics are generally willing to be looked after, and all feeble-minded people are not always; at any rate their relations are not?—That does not affect legislation, does it?

3814. At the age of sixteen the education authority has nothing more to do with these children?—That is so.

3815. Suppose they are in that condition, would you make it improper that they should be left to go out in the world free, if they are likely to fall into crime?—Then I should strongly recommend that they be colonised.

3816. What sort of system would you recommend for bringing about that desirable result. Would you allow the educational authority to apply to the magistrate for an Order admitting them to a colony, or do you think the education authority might send them straight to a colony on the doctor's certificate?—I do not think it would be the business of the education authority to do more than notify to the authority responsible for adult feeble-minded that the cases have reached the age of sixteen and require colony supervision. It is for the other authority to take the steps.

3817. To bring them before a magistrate and certify them and have them committed?—That would be the shortest way.

3818. With regard to the statistics on pages 209 and 210, about the results of children who have left various schools in London, I see in each case you have a substantial number—in one case "promoted to Elementary schools" and in another case "transferred"?—That means the same thing.

3819. That means they were just backward children, but under the keener observation and treatment of a defective school, were found not to be feeble-minded?—

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It means they were children who when they entered showed some characteristics of feeble-mindedness but who under proper care and special treatment——

3820. Or acuter diagnosis?—No, it is not a question of acute diagnosis; they are submitted to the same diagnosis all through.

3821. These children were promoted to elementary schools?—On some attainment. The important point is that their physical degeneracy was in most cases so severe when they entered as to make them practically undistinguishable from the congenitally feeble-minded. There is no doubt that among these some of the promoted children were feeble-minded children whose defects have been, as far as we can see, compensated.

3822. In the illustration given as to Sirdar Road, Notting Dale school, I notice those of whom trace was lost are sixty-five, and in the other, Edward Street, Deptford only seven?—Notting Dale is one of the black spots of London. Deptford is one of the industrially bright spots of London.

3823. The same method was applied in each case?—The same person. I took them both myself. If it is wished I can supply more instances to show the difference of circumstances between the two neighbourhoods.

3824. It would be interesting, but I am afraid it would be too great a demand on your time.

3825. I would like to ask one or two questions about the feeble-minded colony at Ursberg. Did I understand you have some photographs? I should very much like to see them?—I have them here.

3826. I was going to ask what style of building it was, and, roughly speaking, what it cost?—I should like to put in the rules of the institution. They are in German, but I will translate them if it is wished. (*The Rules were handed in. Vide Appendix Papers p. 691 post.*)

3827. Is it an economically built institution?—You may like to see the wood-cuts.

3828. Would you tell us why such a very large staff is at work there, is it because they are "sisters."? The staff is surely not dictated by the necessity of the case, a staff of 453 for 1,100. That is twice as large a staff as they have at the criminal lunatic asylum at Broadmoor?—This institution does so much more of its own work than the criminal lunatic asylum. They are practically self contained industrially, except for the import of raw materials.

3829. That means that the staff of 443 and a good many of the feeble-minded are actually labouring on the estate?—No, none of the staff are feeble-minded. Labouring on the estate for the service of the institution is part of the work of the staff.

3830. Is that establishment interesting from the point of view of the economic dealing with these classes referred to?—No, only for the colonization side, not as regards the general intercourse of the feeble-minded in the community outside the institution. They do not admit returnable cases.

3831. Is their work carried out on economical lines cheaply, or have they unlimited funds?—I am unable to say. I am unable to get statements of account. It is a charity.

3832. (*Mrs. Pinsent.*) I should like to go back to the question of the deaf mutes. As far as I can make out, you say 8½ per cent. of the children of deaf-mute marriages are deaf; that is about one-twelfth would be deaf?—Yes.

3833. Can you tell us the proportion of deaf-mute children in ordinary marriages?—We know now how many there are.

3834. It is about one in 1,000?—Yes.

3835. I worked it out for Birmingham, and I find it comes almost exactly to one in 1,000 of school children, and I think it is about the same in London. There is a striking contrast between the two?—Yes.

3836. It seems therefore that the chances of the child of deaf-mute parents being deaf-mute are eighty-times as great as if the parents were normal?—What I mean by this is that the effect of heredity is diminishing; if only 8·5 per cent. of these children are deaf mute the probability is that only another 8·5 of this 8·5 per cent. would be deaf mutes.

3837. I do not quite see that that is proved. It seems to me the argument is very strongly in favour of the people who believe in heredity—the transmission of these peculiarities—because there is no doubt the chances of the children being deaf-mutes are eight-five times as great as in a normal marriage. You could hardly have anything stronger than that?—I do not think that that is a very strong argument at all. This is a disappearing factor as regards these sets of population. It has disappeared to the extent of 91·5 per cent. in one generation.

3838. It entirely depends from which point you look at it. Suppose you look at it the other way, it is a very striking percentage?—No, 8·5 times does not mean 85 per cent.

3839. No, but the chances of having a deaf-mute child are eighty-five times as great?—It only means the chances of having a deaf-mute child are exceedingly small in the first instance. Eighty-five times as great does not amount to a very great amount in the end. The influence of heredity, which everybody admits, is one of attenuation and not of intensifiaction or perpetuation. It is a fact that the offspring of doubly deaf-mute parents have 85 more chances in 1,000 of being deaf-mute than the child in the ordinary population, but the influence of heredity as an attenuative factor could not be better illustrated than by this example. For under conditions in which something approaching 1,000 out of 1,000 of deaf-mute offspring might be anticipated from doubly tainted parents—if heredity were the direct influence commonly supposed—the chances are reduced to 85 in 1,000 in one generation, leaving 925 chances out of 1,000 for non-tainted offspring—or 92·5 per cent. of children free from taint. And it is to be remembered that this remarkable amelioration occurs in one generation. The maintenance of deaf-mute population depends on the general population to the extent of at least 92·5 per cent. and only to the extent of 8·5 per cent. at most on the deaf-mute themselves.

3840. It results in a large proportion of deaf-mute children for the State to deal with. You say of these congenital cases that there are two kinds—"some in which hereditary influences can be traced, others in which these influences cannot be traced. In the latter we cannot discover mental defect in the parents; in neither case can we predict it for the offspring." I suppose you would agree in saying although it is impossible to predict feeble-minded children from the marriages of the feeble-minded, yet we can predict that the percentage of the offspring from feeble-minded parents would be enormously greater than the percentage of the offspring from ordinary marriages; otherwise there is nothing in these statistics—Yes, greater—not enormously greater.

3841. You agree to that?—Yes.

3842. If we are going to have eighty-five chances against the ordinary child it seems there is a very strong argument for placing the parents in custodial institutions.—I look at it in quite a different way. I say if heredity means anything at all it means that some great proportion of these children would be deaf-mutes. That the vast majority of them are not deaf-mutes indicates to me that the transmission of the particular factor of deaf-mutism is a disappearing factor.

3843. It leads to the production of a great many feeble-minded individuals?—It leads to the conclusion that the bulk of the deaf-mute in the next generation, the other 91 per cent., do not come from deaf-mute parentage. That is what I submit with regard to the feeble-minded, the greater proportion of the feeble-minded do not come from feeble-minded parents. May I submit what I have previously laid before the Committee on Physical Deterioration, that deaf-mutism is statistically on the decrease in London. The probability is that feeble-mindedness is similarly improving.

3844. I should like to ask one or two questions on the method in which these family histories are obtained. I have had some considerable experience in obtaining family histories myself. I find, and I think you will agree, that six months or even a year is not sufficient time to obtain a family history, and that constantly after a history has been blank for a long time, it is filled up and then shows hereditary taint. Can you feel certain, however wise your teachers are, who have obtained these family histories,

that if they had had longer time and more intimate knowledge of the parents they would not have obtained a great many more family histories which showed the hereditary taint ?—Certainly not. I do feel they have much more opportunity of getting actual family history than a doctor, or an inspector, or a manager could possibly have. In the existing state of our organisation in the absence of managers, in the absence of skilled visitors who can move among and get into touch with the parents, we have no other means of getting this information. Six months seems to me a reasonable time to allow to elapse in order to get some account which a head teacher of considerable number of years' experience feels she can vouch for.

3845. I agree that it is a most wise provision to introduce the six months. I want to know whether you would not agree that a still longer period would probably show more cases of hereditary taint. You have yourself acknowledged that parents are most unwilling to give these histories ?—Yes, what the teacher enters cannot of necessity be final, but I do not think anyone else is going to get anything more final at this stage. No scientific knowledge is final. I have had considerable training in scientific matters, and I do think if there is anything that is not final it is so-called scientific conclusions. We can only base our conclusions on the sum total of existing knowledge. All we can do is to attempt to arrive at that knowledge with our best and most sincere efforts. That I feel is being done, and that is what is being laid before you.

3846. That knowledge increases as we go on. You also said in some of the evidence which you gave us as regards "after-care," that none of the cases have been known to have offspring ?—Very few.

3847. I want you to tell us whether you do not think that is rather due to want of knowledge of the cases, because I would point out in Notting Dale school sixty-five of your cases were lost; none of your after-care doctors or mistresses have been able to follow up those sixty-five. Would not you think it is just those sixty-five cases that have reproduced themselves and are now to be found in the maternity wards of the workhouses ? —From the information I get of maternity wards I do not find a very great proportion of the mothers who go there are suggested to be feeble-minded. I am told with regard to one workhouse not more than 3 per cent. of the people are feeble-minded. I am told that out of 750 cases dealt with by a recent mission in London not more than 6 per cent. of the mothers are feeble-minded; in one year.

3848. There again the evidence is conflicting ?—With regard to feeble-minded mothers, one set of investigators turned me to the others. The mission people tell me, "The feeble-minded mothers do not come to us; they go to the workhouse." When I go to those acquainted with workhouse cases they tell me, "They do not come to us; they go to the Rescue Mission for Fallen Women"; so between the two it is impossible to get anything at all. I believe it is a safe inference that the proportion of feeble-minded mothers is very small indeed.

3849. Do you not think that is accounted for by the difficulty which these untrained people find in diagnosing the feeble-minded ?—There is probably something in that. It is also my contention that offspring is much more rare than with ordinary people.

3850. There is another point upon which I should be glad if you would tell us whether you have any evidence to give, and that is with regard to the rejects of the special classes. Would you be in favour of making the training of idiots and imbeciles compulsory ?—Non-educable idiots and imbeciles.

3851. I do not mean necessarily under the Education Acts ?—If they are educable I think they ought to be educated, and I think the Education Acts ought to deal with them. If they are non-educable it is the business of authorities other than the education authorities.

3852. I want to ask you a further question on that. Some are capable of being trained manually, are they not ?—A child who is capable of being trained manually I should admit to a school for manual training. One has constantly, in the working of schools, to turn over children who are showing no signs of progress in the three R's. to be trained manually. It is strange that so much stress should be laid upon training in the three R's for these feeble-minded children when it has been discovered that they are not amenable to teaching of this kind. I should prefer a greater preponderance of manual training than is at present customary in many of the schools.

3853. You would not take any idiots or imbeciles who are incapable of training under the education authority ?—No.

3854. What would you do with them ?—The absolutely ineducable ?

3855. The children who make no response, and the rejects, who make a certain amount of response, but are turned out either by yourself or the local medical practitioner ?—The people for whom I recommend rejection ought to go to the Poor Law.

3856. You have no doubt ?—No doubt in my own mind. There is a great difficulty in getting that link established. I have as an instance brought a letter with me showing what these difficulties are. A medical officer in one of the large towns, the medical officer under the Defective and Epileptic Children Act, strongly recommended the removal of this child as an imbecile to the care of the Poor Law; the Poor Law medical officer refused to take him in. There were two cases of this kind in the same city reported simultaneously. The two boys were a danger to the neighbourhood and still are—the letter is quite recent.

3857. How would you arrange that. Would you make it compulsory for the Poor Law to receive a reject from a special class ?—Yes, they ought to be notified by the education authority as being non-educable. That ought to be sufficient evidence that they are fit cases for the Poor Law.

3858. But it is not sufficient. They are rejected by the education authority and by the Poor Law ?—That is one reason which makes me hesitate to recommend rejection. When I go round schools in London I constantly see children who are barely fit for education, but I hesitate to recommend rejection, though I should do so if the arrangements for the care of the children were complete. They are allowed to remain at school because there is nowhere for them to go to, other than the street. There is this reason for keeping them: the child is better under the roof of the school than in the street.

3859. Would you say that a child who has been tried in a special class and is then rejected by the medical officer the Poor Law should be not only able to take, but obliged to take ?—Yes, I quite take that view.

3860. Would you not extend that a little further, and when you have admitted a mentally defective child in a special school for six or seven years, and then the medical officer signs a certificate saying that the child is incapable of maintaining itself, would you not oblige either the Poor Law or the county authority to take and maintain that child ?—Yes; you refer now to the child reaching sixteen.

3861. In answer to Mr. Byrne you said you thought notification would be enough ?—I meant to indicate that the duty of the education authority would end with the notification. Mr. Byrne asked whether we should deal with him beyond sixteen, and I replied the education authority has no further duty after sixteen. The notification that they reach the age of sixteen and are unfit socially and industrially, not hereditarily, to live in the general community, should be referred as a case to be dealt with compulsorily by the Poor Law.

3862. You would put in "compulsorily" ?—Yes.

3863. No notification to the local authority would be sufficient ?—No that is not sufficient; that is highly insufficient.

3864. Would it not also be a good plan to make the training of imbeciles and idiots compulsory on the same lines as the Blind and Deaf Act ?—I should say the *care*, I cannot say about the training.

3865. The care or maintenance in some kind of institution ?—Yes, that follows from what I said.

3866. I do not think it does, quite. Some would not be rejects from special classes ?—They would never be unearthed ?

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3867. No.—It appears to me they would have become the rejects of the special classes. The school authority would pass them through in order to get the notification.

3868. Then you would have compulsory powers over the parent to oblige the parent to send its idiot child to an institution?—Yes, most certainly.

3869. You have expressed an opinion that the Epileptic and Defective Children's Acts should be made compulsory. I also take it that you would introduce a compulsory clause into the Act making it compulsory on education authorities to provide a certain amount of boarding school places. Is that so?—You would give powers. I doubt how far you would be able to make it compulsory from my experience of the Blind and Deaf Act.

3870. Do you think you would get it done if you do not make it compulsory?—You would in certain cases, and you will not in others, if you do make it compulsory. It is compulsory to send all blind and deaf children to some certified institution in the kingdom. There are numbers of children in Dorsetshire, Devonshire, Cornwall and Wilts, who are not in schools for the blind and deaf; and large numbers in East Anglia. There is not an institution for the blind and deaf between Rhondda Valley in South Wales, and Liverpool.

3871. Does not that rather point to the fact that the law should be made compulsory?—Yes, only I am anxious to point out that you would not necessarily obtain the result you are seeking if you make it compulsory. It is very difficult to enforce compulsory action on the local authorities.

3872. You say on page 210 "In the light of the working of the Blind and Deaf Education Act, which is compulsory, a new Act as suggested would work exceedingly well"?—Yes, we have got most of the children in the schools; there are three flagrant cases where we have not.

3873. If a compulsory clause enforcing boarding schools was introduced into the Epileptic and Defective Children's Act do you not think you could get a better result than without such a clause?—Not necessarily; I will tell you why. The institutions in which blind and deaf children are housed, which have been provided since this Act, are not institutions provided by local authorities—they are institutions which were already very largely in existence as private voluntary institutions. They have extended and improved their accommodation and are still doing it though under grave financial disabilities. It is in that way that most of the residential accommodation is being made, and not by local authorities. The only local authorities who have made residential provision are Leeds, Bristol, and the North Staffordshire Joint School Authority, so that by analogy I should not expect much boarding school accommodation to result from any compulsory legislation. The need would have to be met by voluntary effort as in the case of Blind and Deaf Schools.

3874. You say you consider that 5,000 boarding schools or custodial places are advisable. Have you the least hope of getting them without compulsion?—Yes, I think that you can give power to establish, and it must be left to the local authorities to decide whether they will spend the money. That is the most you can get by legislation. I do not know who is to compel local authorities in a matter of this kind.

3875. You consider custodial places essentially necessary?—Yes, and it should depend on local effort—local managers and workers who use their own local influence—to see that they are provided.

3876. I am afraid you would be very much disappointed?—I am afraid it is the only practical way. Let us see what is happening under existing conditions. Take Miss Dendy's Homes. She has doubtless told you that the Cheshire County Council made a contribution of £2,000 to her capital fund, and will send their children as they happen to arise. That is entirely due to her working upon and influencing public opinion in the whole of that county as she has done in surrounding counties. Her effort is an example of what I should like to see in every other area. She is practically dealing with the question as regards Manchester, South-west Lancashire and Cheshire.

3877. She is dealing with it to the extent of how many school places?—She has raised new accommodation in the last three years from nothing to a possible provision for sixty and is still extending.

3878. And the necessary provision for those counties would be about three or four times as much?—Yes; but at the present rate of work she will rapidly meet it, and the local authorities are only too glad to help her to solve their problem.

3879. That is one's experience of local and voluntary effort—that they start something which provides for one-tenth or one-twentieth of the necessary places?—I have indicated that I do feel the whole pivot of this is in voluntary effort, and that legislation can certainly make the Act compulsory as regards day-schools, but can only *empower* as regards residential and institutional provision for school children. I think they are necessary, but I think other people must think they are necessary before they are provided.

3880. Would you apply that principle to asylums—local authorities have power to provide asylum accommodation?—No, certainly not. Lunatics are an actual danger to the community, the majority of feeble-minded children are not, and there are a great number of lunatics not in asylums.

3881. There are not so many lunatics at large as feeble-minded?—Because public opinion objects to them mixing in the ordinary population. The public mind is convinced of the need for custodial treatment of lunatics. I am sure it is not convinced in the case of feeble-minded children. It will require conversion on the point as regards 5 to 10 per cent. of them.

3882. I should like to ask one question with regard to a further Amendment Act, that is, compulsory powers over parents. I suppose it is within your knowledge that parents of the feeble-minded are not people most amenable to argument, and that it would be necessary to have a compulsory power to make them send their children to boarding schools?—Yes, that is most necessary.

3883. In the case of the blind and deaf we have compulsory powers, but you would extend that not only to the mentally defective, but to idiots and imbeciles?—Yes, most certainly.

3884. (*Dr. Needham.*) You have told us that the feeble-minded are responsible for very few feeble-minded births?—As far as I can gather. What I mean to say is there are very few final offspring.

3885. Do you think the reasons are that they have few children altogether, that they die out themselves so as to have no children at all, and that 32 per cent. are lost sight of and not traced as in this Table you give as? Are those three of the reasons which you think very influential?—I think that the children which remain over after being subject to the terrible infant mortality in the neighbourhood in which most of these people live and the fact that at the present time they get very few children, account for the fact that the direct offspring from the feeble-minded is, as far as I can gather, very small.

3886. I should have thought that if these three facts were facts which were influential, it would have rather destroyed or weakened the conclusion that the hereditary influence was not large, because that conclusion would be based upon what seems to me to be very incomplete information?—It is based, as I say, on the family histories of the children now visiting our schools.

3887. You lose sight of 32 per cent of them, you know nothing about them?—Yes we do, we get the histories of those 32 per cent.

3888. Not the conclusion; you do not trace them?—What I am dealing with is the history of the offspring of the children of whom we do not lose sight. I think that what you might say of the children of those whom you do not lose sight of is probably true of the children of those you do lose sight of. I think that is a fair argument.

3889. (*Dr. Dunlop.*) I understand you have prepared a list of schools with notes attached for your guidance in visiting them. Perhaps you might hand those in, and it could be incorporated in your evidence as though it

had been read?—The County Council, no doubt, will submit that.

3890. (*Mr. Loch.*) With regard to the death rate I think you said it was 60 per cent among the feeble-minded?—I have stated that out of a certain number of picked families from whom Sirdar Road Special School, Notting Dale, receives children, about 60 per cent. of the total children born died while young. Out of 173 children born within these physically degenerate families, 101 died young—over 58 per cent.

3891. What was the number of actual families?—I will put it in. It is 16.

3892. Comparing the death rate among the feeble-minded group?—I do not like to call that a death rate, it is a death percentage amongst a certain number of bad families.

3893. That is your own definition all through. Have you ever compared that with a similar death rate amongst deteriorated cases?—It is not much larger than the largest death rate furnished by the medical officers of health in the same area.

3894. But you have divided the population into the deteriorated group and the feeble-minded?—Yes.

3895. What I want to ask is whether you have compared the death rates in those two groups?—No, I must repeat that this is not the death rate, this is an illustrative instance.

3896. Practically there is no comparative evidence between this feeble-minded death rate, and any similar group elsewhere?—Except that my impression is it is much larger.

Alfred Eichholz, Esq., M.D.

3 April 1905.

3897. I am only going into the question of fact. As to workhouses have you had a difficulty in getting facts as to the feeble-minded in workhouses? Did not the authorities give it to you?—I applied to one lady who has worked on cases in the workhouse and I have had her report and her impression.

3898. Not from the medical officers themselves?—I have applied to medical officers of health for other information, but not for this. I find it is very difficult to get information of the kind in workhouses, they do not appear to keep statistics owing to their very heavy routine duties.

3899. (*Chairman.*) Have you anything you wish to add?—I was going to illustrate for scientific purposes my definition of a feeble-minded child, but Dr. Donkin has read for himself what I was going to say, embodying the view I take of feeble-mindedness, and the view which I ask shall be considered in the schools. I can put that in as a note if I may be permitted. I have nothing more.

3900. (*Chairman.*) Thank you very much, we are very much obliged to you.

FOURTEENTH DAY.

Monday, 10th April, 1905.

PRESENT.

The Rt. Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq. M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
The Rev. H. N. BURDEN.

W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
H. B. DONKIN, Esq., M.D.
JAMES CRAUFURD DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary.*)
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary.*)

Miss P. D. TOWNSEND and Miss JEFFERIES, called; and Examined.

Miss P. D. Townsend and Miss Jefferies.

10 April 1905.

3901. (*Chairman.*) The evidence that you propose to give is on behalf of the National Association for Promoting the Welfare of the Feeble-Minded?—(*Miss Townsend*) Yes.

3902. I think you are on the committee of the association, are you not?—I am on the executive committee of the association, and I have been from its commencement, and for some years I was honorary secretary of the association.

3903. You have been so good as to send in a statement of the evidence, would you allow us to put that on our notes as part of the evidence?—With pleasure.

STATEMENT OF THE EVIDENCE GIVEN ON BEHALF OF THE NATIONAL ASSOCIATION FOR PROMOTING THE WELFARE OF THE FEEBLE-MINDED, BY MISS P. D. TOWNSEND AND MISS JEFFERIES.

Objects of the N.A.W.F.M

The National Association for Promoting the Welfare of the Feeble-Minded was founded in 1895 for the following objects among others:—

(1.) To offer such provision for the feeble-minded as may improve them mentally, morally and physically; to fortify and lift them up in order that, so far as is possible, they may be rendered self-supporting, and saved from becoming vagrant, pauper, and criminal.

(2.) To collect and diffuse information on the subject of practical aid and of investigation on scientific lines.

(3.) To initiate the formation of Homes and branches of the association, and of after-care circles for the study and practical assistance of the mentally defective who are over school age.

(4.) To assist by information and advice, matrons, teachers, parents and others who have the charge of individuals of this class.

(5.) To promote legislation on behalf of the feeble-minded.

Definition of the term Feeble-minded.

Throughout the evidence offered on behalf of the National Association for Promoting the Welfare of the Feeble-Minded the term "feeble-minded" is used to describe those persons who, not being idiot or imbecile, are so ill-equipped mentally as to be unable to take an independent place in the world. In the case of feeble-minded children under the limit of school age it may be sufficient to say that they are incapable of being taught with children of ordinary intelligence, and therefore need special training.

Adults.

Origin and extent of the Class.

This particular class of the mentally deficient has, so to speak, been differentiated only during the last fifteen years. Its limits are still undefined, shading off at its higher extremity into normality, at its lower extremity into idiocy, with wavering dividing lines definable only by individual opinion. Neither has the extent of the class been as yet the subject of any scientific or uniform investigation, and calculations differ widely as to the number

Still undefined

of feeble-minded persons who from their poverty and their deficiency combined are in need of protecting care. It has been easier to estimate the number of children of the elementary school class needing special teaching, although even as to this opinion is somewhat divided. For these reasons it is impossible to produce any convincing statistics on the subject, although various calculations that have been made no doubt afford material for an approximate estimate on which action may be based.

Number needs investigation

Number of children better estimated.

So far as this evidence is concerned, an effort will be made to assert nothing that has not been proved from experience to be fact, and as the National Association is the only body that has had individual dealing with the feeble-minded of every age and of very varying conditions, it may be hoped that the evidence it has to offer will prove interesting and useful.

Limits of evidence offered.

A few words as to the origin and early history of the movement in aid of the feeble-minded will perhaps not be out of place. Interest in the question is of recent growth. Fifteen years ago there was no public opinion on the subject whatever, no organised effort to protect or to improve the mentally weak among the poorer classes had been even conceived. The movement had its rise in the educational world. In 1889 the Royal Commission on the Blind and Deaf included the feeble-minded among "those classes requiring exceptional modes of education," and the term thus acquired a special significance. In the same year a Committee for the purpose of investigating the subject was formed under the auspices of the Charity Organisation Society, the British Medical Association, the British Congress of Hygiene and Demography, and other public bodies, and in 1892 a report on 50,000 children seen in 106 schools was presented to the Local Government Board. The investigation of an additional 50,000 was made and reported on subsequently.

Early history of the Movement in aid of the Feeble-minded.

Public attention having been thus called to the subject, practical men and women took it up, and it is to the late General Moberly of the London School Board that we owe the inauguration in London of special instruction for defective children. In this, as in other educational movements, England followed the lead of Germany.

So far back as 1863 an auxiliary class (Hilfsklasse) was established at Halle, and similar classes gradually developing into schools (Hilfs Schulen) spread rapidly over the country. An estimate made in 1900 stated that 6,000 children were provided for in special schools throughout the German Empire, and no doubt the number has considerably increased since then.

In America the term feeble-minded is employed in connection with every degree of mental incapacity from absolute and hopeless imbecility to mere weakness and imperfect development. The mentally defective are distinguished in the institutions where they are all cared for together as "higher grade" and "lower grade" cases. So far as such institutions are concerned, many of the States are in advance of our own country, both as to the numbers cared far and as to the training which serves to bring out their feeble powers to the utmost. At present eighteen States are caring for over 12,000 feeble-minded (in the American sense) persons in special institutions, either owned by the State or receiving State aid.

Movement in America.

Institution

In the educational world, however, America is following our lead, and it is only recently that special classes resembling our own have been established in the larger towns. In New York it has been computed that there were about 5,000 children of the feeble-minded (in our sense) class, whose parents either cannot or will not send them to institutions, and who therefore fall under the public school system.

Day Schools.

There seems to be a divided feeling in America as to the advisability of legal detention for feeble-minded children in State Institutions. At present there is no power of legal detention for such children.

Legal detention in America.

The School Board of Leicester was the first in England to open a special class in 1892. A few months later several such classes were established in London, and they have multiplied rapidly in the larger towns throughout the country.

In 1897 the educational movement was still further developed by the appointment, under the Board of Education, of a Committee to inquire into the existing systems for the education of feeble-minded (and epileptic) children, and to advise as to any changes, either with or without legislation, that might be desirable. The Committee investigated the whole subject very thoroughly, and as a result of careful inquiry, estimated one per cent. as the proportion of defective children between the ages of seven and thirteen, belonging to the elementary school class. This gave a total of 42,000 in England and Wales, of whom 8,000 were in London alone.

Departmental Committee, 1893-7.

Proportion of Feeble-minded children.

The recommendations of the Committee's Report were embodied in an Act passed in 1899, which enables, but does not compel school authorities to provide special instruction for these children, to keep them at school until the age of sixteen, and to provide for their maintenance in homes when necessary.

Act of 1899.

Altogether 138 special schools have hitherto (July, 1904) been established under the Act, of which four are boarding schools and 120 day schools for the mentally defective. Thirteen are day schools for the physically defective, and one is a boarding school for epileptics. These provide accommodation for about 6,700 children, of whom approximately 6,000 are mentally defective, 650 physically defective, and the boarding school for epileptics provides for fifty-six.

Number of Special Schools (July 1904.)

With the exception of one school in London for deaf defectives, no provision has yet been made for children suffering from a double defectiveness, of whom many exist, nor is there any provision for that most difficult and dangerous class, viz., children who are morally defective, of whom some are mentally defective, while others are of average or even remarkable intelligence.

Provision for "double defectives."

Hitherto the Act has been chiefly adopted in the larger towns. London alone has sixty-eight schools for the mentally defective, with accommodation for 3,615 children, and thirteen schools for the physically defective, with accommodation for 590.

Number of Special Schools in London.

Several of the county education authorities are beginning to use the powers they possess to provide training for defective children by forming special day schools and classes in towns, and by establishing boarding schools where the country children may be gathered together.

Action of Education Authorities.

It is to be hoped that for the care of children scattered in country districts, small boarding homes may be established in towns where there are special day schools to which the children may be sent from the homes.

Boarding Out Homes.

The Board of Education sanctions the boarding out of children separately in families residing near special day schools. But the permission to use this plan is carefully safeguarded, and in the opinion of the N.A.W.F.M., the boarding out in families of individual feeble-minded children is not a plan to be encouraged.

The training in the homes is as necessary for them as the school education, and it would be little likely to be given by an uneducated foster-mother, however well intentioned; they might, too, be made the butts or the dupes of other children.

Boarding Out

After-care Committees, which were first organised by the Birmingham School Board, are now in process of formation in many of the towns where special schools exist. The National Association has been instrumental in encouraging the establishment of those committees, and in enforcing the need of including medical men among their members, and the advantage of a uniform record of cases. The immediate object of after-care associations is to trace the subsequent history of girls and boys leaving the special schools, to find work for them within their powers, and to endeavour to place under permanent care the hopeless and incapable cases. But a still more important work is the investigation of the worth of the education given in special classes for defectives, and the collection of data which will enable education authorities to judge how far the system followed in the classes meets the need. There has not yet been time for much result to follow the work of after-care committees, but of its value there can be little doubt. It seems advisable that for scientific purposes they should limit themselves to dealing with children leaving special schools and homes.

Object of After-care Committees.

It must be borne in mind, however, that the work of the after-care committees is at present more that of investigation and classification than of practical dealing with individual cases. They can point out how many boys and girls deteriorate after leaving special schools, how many need permanent care, etc., but they have no machinery and no resources for dealing with such cases.

Nature of After-care.

Miss P. D. Townsend and Miss Jefferies.

10 April 1905.

Feeble-minded under the Poor Law

Boards of guardians find themselves confronted with a two-fold problem in dealing with the feeble-minded who come under the Poor Law. It falls to them to provide for the training and education of pauper children, and also to support, control and find occupation for feeble-minded adult inmates of workhouses.

Metropolitan Poor Law Children.

As a result of the Poor Law Schools Committee in 1892 which drew attention to the defective children in Metropolitan Poor Law Schools, these children must now be treated apart from the normal children, and may be placed under the immediate care of the Metropolitan Asylums Board. This Board has opened four or five homes, containing accommodation for about ninety children, and others are in contemplation. The situation of the homes has been chosen with a view to sending the children to the County Council Special Schools, and the result has so far been very satisfactory. But the managers are realising that in the majority of cases permanent shelter and protection will be needed, and they propose to establish small working homes for defective persons past school age chargeable to the guardians, where industrial work can be carried on with a view to turning the abilities of the inmates to their self-support. This proposal has received the sanction of the Local Government Board.

M.A.B. Homes.

For the feeble-minded children in country workhouses no special provision is made under the Poor Law.

Poor Law Children in the country.

Most guardians now fully appreciate the desirability of placing mentally deficient children in special Homes, but the number of these Homes is so limited that many of the cases cannot obtain admission.

Some of the small country unions also hesitate to send feeble-minded children to Homes on account of the expense. For these reasons it is most desirable that more Homes should be started and that a State grant, similar to that now paid for lunatics, should be made for the feeble-minded.

Adult feeble-minded paupers.

With regard to adult feeble-minded inmates of workhouses, very little has as yet been done.

A few cases are certified by the doctors as detainable.

Of these the worst cases are kept in the infirmaries or old people's ward, where they are a serious annoyance and even a danger to the aged and infirm. The others, through no fault of their own, are condemned to spend most of their lives in the able-bodied wards receiving the same treatment as the vicious and lazy.

Those whom the doctors cannot, under existing circumstances detain, are often tempted by the worst inmates of the able-bodied wards to discharge themselves in order to lead a life of vice. It is with this class that the maternity and Lock wards are largely filled.

Some boards of guardians are beginning to deal with these classes, although there is much need for a systematic inquiry into the number and condition of the whole class of feeble-minded paupers. Meantime an interesting experiment has been the establishment in London of a small Home, under the auspices of the National Association, for feeble-minded young women and their babies from the maternity wards of Metropolitan workhouses.*

Eastern Counties P.L. Association scheme.

The Eastern Counties' Poor Law Association formulated a scheme to start several Homes for the purpose of classification, to which it was suggested that cases from all the unions in the district should be admitted. ** This scheme, unfortunately, has not been realised, but steps are now being taken by the Norwich Board of Guardians to ascertain the advisability of starting a permanent Home for some of their own cases. At present the cost of starting such Homes is usually felt by guardians to be prohibitive, especially with regard to the fact that most of the feeble-minded are not detainable. However,

Special Privileges in Workhouses.

even under existing circumstances much might be done. At little cost small comforts and privileges could be given which would materially add to their happiness.

In many workhouses they might be placed in special wards, where there would be little difficulty in persuading them to remain under control.

In one of the larger provincial workhouses, where more accommodation is needed, it is now proposed to enlarge the infirmaries by the addition of special wards for the various classes of epileptics, consumptives, and feeble-minded.

This scheme might, with advantage, be followed by other boards, or several boards might combine to provide separate treatment for these classes.

Transference of feeble-minded Paupers to care of County Councils.

Perhaps, however, the most desirable plan would be to remove all persons of defective intellect from the care of the guardians, and to require county councils acting either singly or in combination to provide sufficient accommodation for them in industrial colonies. The county councils are preferable to boards of guardians for the reason that their jurisdiction embraces a wider area. Moreover, the councils are already the educational authorities and control the institutions for the insane. If, however, the care of the feeble-minded should be entrusted to the county councils it would be necessary that committees which should include women members should be appointed to manage the institutions that might be founded.

Voluntary Homes for the Feeble-minded

A few words may now be said with respect to the voluntary Homes for the feeble-minded, the establishment of which kept pace with the more official efforts that have been described.

The first Home for feeble-minded girls over fourteen was opened in 1887, five years before the School Board opened its first special class. It was founded by ladies working in east London, who had long felt the danger of leaving such girls free to come and go from the workhouse, which was their only refuge. Other homes soon followed, and there are now twenty-three throughout England.

The National Association for the Feeble-minded supports three homes, and the Lancashire and Cheshire Society two. The other homes were all established by private charity and are managed and supported by local committees. Twelve of them are affiliated to the National Association and represented upon its council.

The following table will show that sixteen of these homes are for women and girls over fourteen, accommodating 288 inmates.

One is for boys and young men over fourteen, accommodating twenty; one is for fallen girls, accommodating twenty-five; one for girls and their babies from workhouses, accommodating ten; and six take children under school age, accommodating 110. In all 467.

The weekly payments required vary from 5s. to 12s. The latter is the maximum payment allowed for children by boards of guardians, to include education.

The actual cost to the committees varies according to locality, number, and other circumstances.

Another Table (here presented) has been compiled by the National Association, showing the approximate cost of establishing and maintaining Homes for the feeble-minded.†

The list of Homes established for the feeble-minded would be incomplete without some mention of the children's Home at Hendon, carried on for five years by the National Association, but now unhappily closed for want of funds. Here thirty children of both sexes were maintained and educated, and both education and maintenance being the best available, the expense was no doubt very great. But the results, so far as there was time to prove them were excellent, and proved beyond quesiton that the earlier feeble-minded children are placed under training and the better the quality of the training given, the more likelihood there is of their ceasing to be a burden on the community when they arrive at manhood and womanhood.

The same truth is strictly exemplified by the results of the work done at the Association's Home for mothers and infants at Shepherds Bush, Here there are six children who were brought to the home soon after birth with their mothers. After two years of constant care and careful medical supervision they are, with only one or two exceptions, healthy, happy children, giving no sign at present of defective intelligence, and certainly with a far better chance of remaining normal than if they had been left to their mothers' neglect and ignorance

* *Vide* App. I. p. 231.

** *Vide* App. II. p. 233.

† *Vide* p. 223, *post*.

HOMES FOR THE FEEBLE-MINDED.

	Name and Address of Home.	Date of Establishment.	Address of Hon. Secretary, to whom all communications are to be made.	Special Class Received.	Limit of Age for Admission.	Weekly Payments Required.	Whether Certified or Approved by L.G.B.	No. of Beds.
Homes carried on by the National Association.	ALEXANDER HOUSE, 48, Glenthorne Road, Hammersmith, W.	1887	SECRETARY, N.A.W.F.M., 53, Victoria Street, S.W.	Improvable cases.	From 14 years of age.	10s.	Certified.	18
	BOYS' HOME, Upshire Bury, Waltham Abbey, Essex.	1897	SECRETARY, N.A.W.F.M. 53, Victoria Street, S.W.	Boys over school age from any part of England; improvable cases.	14 to 20 years.	10s.	Certified.	20
Lancashire and Cheshire Society for the Permanent Care of the Feeble-Minded.	CONINGHAM ROAD HOME, 170, Coningham Road, Shepherd's Bush, W.	1902	Miss MCKEE, 12 Tavistock Square, W.C.	Women and their infants from maternity wards of Metropolitan Workhouses.		10s., Infants, 5s.	Approved.	9
	SANDLEBRIDGE BOARDING SCHOOL, Great Warford, Alderley Edge.	1902	Miss DENBY, 13, Clarence Road, W[illegible]ington, Lancashire.	Defective children for permanent care.	7 to 13 years of age.	10s. if out of Lancashire and Cheshire.	Certified by Board of Education.	30
	GIRLS' TRAINING HOMES, Clapton, N.E.	1892	Miss BARTHOLOMEW, 15, Clapton Square, N.E.	Mentally deficient girls.	None.	8s. 6d.	Children's Home is Certified.	20 for Children; 15 for girls over 16.
	S. MARY'S HOME OF INDUSTRY, and S. MARY'S COTTAGE (for ladies), Painswick, Stroud.	1890	Miss WE[illegible]SS, W[illegible]shwell, Painswick.	Working women and girls who need permanent help and care.	None.	5s. to 7s.; 10s. 6d. for ladies.	Approved.	33, and 7 in the Cottage, Staff included.
Homes affiliated to the National Association.	LAUNDRY AND HOMES OF INDUSTRY, Birmingham. HOME No. 1, Arrowfield Top, Alvechurch. HOME No. 2, Enniskerry, Knowle.	1892	Miss STACEY, 30, Calthorpe Road, Edgbaston, Birmingham.	Arrowfield Top.—Pure-minded and innocent young women, needing a permanent home.	Over 15 years of age.	6s.	Approved.	20
				Enniskerry.—Young women who have had a first fall, though not depraved; permanent home.	Over 15 years of age.	6s.	Approved.	25
	CHASEFIELD, Fishponds, Bristol.	1893	Miss LAVINGTON, 107, Pembroke Road, Clifton.	Destitute girls to remain permanently if unable to improve sufficiently for service.	From 14 to 20 years of age.	6s. and 7s.	Approved.	26
	MARY CARPENTER HOME, Causeway, Fishponds, Bristol.	1897	Mrs. GILMORE BARNETT, 7, Great George Street, Bristol.	Girls over school age of good character to remain permanently if unable to improve sufficiently for service.	Over 14 years of age.	7s.	Approved.	20
	APCOTE, Knotty Ash, Liverpool.	1892	Mrs. H. PILKINGTON, Wheathill, Huyton, Liverpool.	Girls requiring special training, some of whom are feeble-minded.	From 14 to 20 years of age.	6s.	Approved.	19

Other Homes for the Feeble-Minded.	ASHTON HOME, Parkgate, Chester.	1898	Miss GRAYSON, 29, Ullett Road, Liverpool.	Girls of good character to remain permanently, if unable to improve sufficiently for service under supervision.	From 14 to 20 years of age.	6s. to 7s.	Approved.	18
	SCOTT HOUSE, 1, The Triangle, Hitchin.	1892	Miss POOLE, M.A.B.Y.S., Denison House, Vauxhall Bridge Road.	Improvable cases from Metropolitan Boards of Guardians.	13 years of age and upwards.	6s.	Certified.	24
	HANDFORD HOME, Ranelagh Road, Ipswich.	1898	Miss JEFFERIES, St. Helen's Lodge, Ipswich.	Girls capable of improvement and of being trained for domestic service and in laundry work. Preference given to E. Anglian cases.	From 8 to 18 years of age.	6s.	Certified.	30
	LAUNDRY AND HOME OF INDUSTRY, Bow Villa, Morpeth.	1896	Mrs. BASIL HOARE, Orde House, Morpeth.	Girls capable of improvement from the Northern counties.	From 12 years of age.	6s.	Certified.	15
Homes affiliated to the National Association.	ELIZABETH BARCLAY HOME OF INDUSTRY, Castle Street, Bodmin.	1898	Miss J. STERLING, The Crag, Falmouth.	Girls capable of improvement.	Over 14 years of age.	5s. to 7s.	Certified.	18
	CHUTE MANOR, Andover.	1902	Miss MABEL ANDERSON, New Milton, Hants.	Boys and Girls.	From 1 to 10 years of age.	12s. per week and upwards.	Approved.	15
	CHILDREN'S HOME, Littleton, near Guildford.	1902	Miss TOWNSEND, 3, Albert Place, Kensington.	Little Boys.	From 7 to 12 years of age.	12s.	Certified by Board of Education.	10
	ROMANHURST, Witney, Oxford. (New premises in course of erection.)	1903	Mrs. DE SELINCOURT, 2, Grove Place, Oxford.	Girls to remain permanently if unable to improve sufficiently for service.	Over 11 years of age.	6s. for Oxford girls; 8s. for others.	Under consideration.	9
	CONVENT OF MERCY, Midhurst.	—	Rev. MOTHER SUPERIOR, Midhurst.	Girls (Roman Catholic)				
	PIELD HEATH HOME, Hillingdon, Middlesex.	1901	The SISTER SUPERIOR, Pield Heath House, Hillingdon.	Girls (Roman Catholic).	Under 16 years of age.	10s.	Certified by Board of Education.	15
	THE CROFT, Sudbury, Suffolk.	1901	The SISTER SUPERIOR. The Croft, Sudbury, Suffolk.	Young Women (Roman Catholic).	Over 16 years of age.	10s.	Approved.	15
	ST. ANN'S HOME, Yiewsley.	1902	Miss LOWNDES, St. Ann's Home, Yiewsley.	Morally weak and slow-witted; must be able to work.	From 16.	Entrance fee, £10.	Approved.	21

Miss P. D. Townsend and Miss Jefferies.

10 April 1905.

Miss P. D Townsend and Miss Jefferies.

10 April 1905.

COMPARATIVE TABLE OF COSTS.

It is thought that a table giving the general expenses of building Schools, of provision by Poor Law Guardians, and the cost incurred in the founding and maintaining of some of the existing Homes, and showing the initial difficulties and different methods of meeting them, may prove practically helpful to those desirous of increasing the provision for the Feeble-Minded in their own neighbourhood.

Homes.	Cost of Starting.	Building Expenses.	Rent.	Cost of Maintenance per Inmate per annum, inclusive of service and exclusive of Rent.	Occupations.	Average Gross Earnings.
33 Girls	3/6 weekly (1 inmate)	£100 Laundry	£40	About £20	Laundry Rug making	Laundry, £766; workroom, £18
20 Girls	About £60 for 10 Girls; to accommodate 20, £20 more. House bought by syndicate of people interested, and let at low rent to Home.	Laundry about £80, alterations to house about £20	£47 worth about £62 (*see note*)	About £17 Difficult to estimate real cost per head; much voluntary work done by friends & professional men	House work, laundry, needlework and classes.	Laundry, £75; (profit about £50)
10 Little Boys	About £100 in furniture given)	—	About £30 (given)	£31	Educational	—
16 Girls	A Training Home handed over Rent—1st year, £40 2nd ,, £50 now £60 Cost of starting, £300	—	£60	£19 5s.	Laundry, needlework, knitting	Laundry, £159
20 Children	Mission House, furniture given for Children's Home	—	£50	£19 11s.	Educational and household	—
20 Boys	£50 (opened for 10 Boys) much furniture given	—	£55	£23 10s.	Farming, gardening, poultry-keeping, housework, basket making, boot-making & repairing classes in winter	£118
10 Mothers	£174	—	£60	About £26	Housework, needlework, care of infants	
8 Infants	—	—	—	,, £13		
20 Boys 24 Girls	Furniture	2 houses, about £5,700 (land given)	—	£27 10s.	Education, gardening, poultry and pig-keeping, rug making, knitting, laundry	—
47 Girls (2 Homes)	1st Home £592 (including alterations and furnishing £828		£62 £68	£24 3s. 9d. £20 3s. 9d.	Laundry, Rug making	£487
18 Girls	Home had been a 'Factory Girls' Home' with small endowment	—	£60	£32 10s.	Laundry work, Needlework	£126 (profits about £35)
15 Girls	£150 (mortgage being gradually paid off by yearly instalments.	—	£60	£32	Laundry, poultry keeping	£300 (profits about £240)
20 Girls	£500	—	£70	£25	Laundry	£500
20 Girls	£500	—	£70	£27	—	£300
8 Girls (Cottage Home)	£200 donations in hand; furnishing, £84	Alterations, £46 15s.	£22 10s.	£20	Gardening, sewing and laundry	—
20 Girls	£100 (with small £50 house)	—	£85	£27	Laundry, knitting sewing and various classes	£50
Metropolitan Poor Law Home. 13 Boys	£447 including purchase of freehold.		—	£37 16s. 2d. This does not include the cost of education.	Education	—
20 Girls	£568 do.		—			

LONDON SCHOOLS.—See page 11.
Day School for 60 scholars. Building expenses £3,500 to £4,000, average net cost per head per annum, between £7 and £8. Cost met partly by Government Grant, partly by rates.

COUNTRY DISTRICTS in the majority of instances provide for their mentally defective children by adopting part of the existing school buildings; this may be regarded as a temporary measure.
The cost of building and land varies too much in different localities to make any average useful.

Miss P. D. Townsend and Miss Jefferies.

10 April 1905.

It remains now to give a brief account of the work done by the National Association for the Welfare of the Feeble-minded, during the nine years of its existence, and the conclusions to which it has been brought concerning the needs and the treatment of the feeble-minded.

The report of the Association will show that it has the active support on its various committees of most of the eminent persons who are interested in the subject and of many medical experts, whose advice and supervision of the homes is of the greatest value.

During the last seven years the National Association has received at its central office 2,999 applications for assistance or advice. It has dealt with these so far as the provision at its command allowed.

The following analysis of applications for the years 1899–1904, inclusive, may be of interest.

Number of Applications

	Men and Boys.	Women and Girls.	Total.
Placed in our own Homes	91	126	217
Referred to other Homes or Agencies	51	187	238
Over Age	97	184	281
Under Age	28	16	44
No Vacancy	173	165	338
UNSUITABLE:—			
Imbecile or Epileptic	136	130	266
Not in need of Charity	15	15	30
Morally unfit	6	28	34
Physically unfit	60	50	110
Otherwise unsuitable	—	—	376
Unable to pay	—	—	197
Application withdrawn or not carried further	—	—	555
Total			2,686

The Association has organised several Conferences with Poor Law Guardians and others, and has been represented at many more.

Resolutions at Conferences.

The following resolutions were spoken to, put and carried at Conferences with Poor Law Guardians and others held by the National Association :—

March, 1900.

March 28th, 1900; Proposed by Miss Clifford, seconded by Miss Louisa Twining, and carried unanimously:—

"That in the opinion of this meeting it is expedient that Homes for the permanent protection and maintenance of the feeble-minded should be multiplied throughout the country.

And that the National Association be requested to collect information and to take such steps as they may find possible to promote the permanent care of these cases."

February, 1901

February 28th, 1901. Proposed by Miss C. J. Wood, seconded by Mrs. Bosanquet, and carried unanimously:—

"That this meeting is of opinion that the request of the Local Government Board to be furnished with particulars of feeble-minded persons (not imbecile or idiot) in receipt of Poor Law relief within the workhouses, may be welcomed as a step towards the classification and separate treatment of such persons, and that the meeting would urge the appointment of an official, or authorised Commission, to carry out the enquiry on a settled basis, and in a uniform manner."

February 28th, 1901. Proposed by Mr. C. S. Loch, seconded by Mrs. Miller, and carried unanimously:—

"That the Local Government Board should be urged to give Boards of Guardians power to defray the whole cost of supporting feeble-minded pauper women and children in Homes carried on by voluntary efforts, provided such Homes are certified and approved of by the Local Government Board."

February 28th, 1901. Proposed by Dr. F. Warner, seconded by Rev. W. H. Fairclough:—

"That no opportunity should be lost of urging on Boards of Guardians the advantage of affording special training to feeble-minded children at as early an age as possible, the deficiencies of such children being frequently rendered incurable if they are left untrained until they are twelve or fourteen years old."

May 7th, 1903. Proposed by the Bishop of Stepney, seconded by Mr. Asquith, supported by Sir J. Crichton Browne, and carried:—

"That is is desirable that a Royal Commission be appointed to consider and report upon the provision available and necessary for the care of the mentally defective and epileptics, in view more especially, (1) of the expert investigations that have been made as to the number of "defective" persons and the nature and degree of their infirmity; (2) of the experiments made for their care since the Royal Commission on the Blind, the Deaf and Dumb, and Idiots and Imbeciles, issued its report in 1899, (3) of the great complication of authorities that deal with these cases, and (4) of the entire inadequacy of the means now forthcoming for their training and supervision."

GUILDHALL CONFERENCE, October, 1904.

Moved by Mrs. Burgwin:—

1. "That the Act of 1899 should cease to be permissive, and should be made compulsory on all educational authorities."

Moved by Lady Louisa Egerton:—

2. "That powers should be granted by legislation for detaining those who are certified to be morally defective and incapable of protecting themselves, such certificates to be operative for one year only, and to be renewable annually by the certifying authority."

Moved by Dr. Powell (Nottingham City Asylum):—

3. "That it is desirable that After-Care committees be established in connection with every special school, and that their work should be organised on broadly uniform lines."

Moved by H. Taylor, Esq., L.C.C., seconded by Dr. Shuttleworth:—

4. "That it should be enacted that all feeble-minded persons who, after the expiration of their training were found to be incapable of self-support, and all feeble-minded persons found to be at large without proper control or means of subsistence, or proved guilty of offence against the law, should be committed to permanent care in an industrial colony.

Miss P. D. Townsend, and Miss Jefferies.

10 April 1905.

Feeble-minded in Homes and Refuges. Results of Experience.

Some interesting and useful statistics concerning Homes and refuges where feeble-minded persons are to be found in a larger or smaller proportion to the normal inmates, have been obtained by the National Association and are appended to this evidence. It may be well now to point out the lessons that have been learnt and the conclusions that have been drawn from the experience of the association in the various departments of its work enumerated above. These may be stated briefly as follows:—

The applicants for assistance and the inmates of the various Homes may be considered under three heads:

(1) The hopeless; (2) the stationary; and (3) the hopeful.

Hopeless Cases.

(1) The hopeless cases are those who are or who soon become to all intents and purposes idiotic or imbecile, and for whom provision should be made in Asylums.

How they may be dealt with.

The Idiots Act of 1886 enables idiots and imbeciles to be committed to care in special institutions up to the age of twenty-one years and beyond that age at the discretion of the Commissioners in Lunacy. This Act may, therefore, be fittingly applied to the hopeless cases. But it would be advisable that accommodation should be provided for them apart from county lunatic asylums. The unimprovable feeble-minded might be provided for at a much cheaper cost than in the lunatic asylums. All that they need is kindly control and suitable occupation, and they would be far better separated from the actually insane.

They are equally unfitted to be inmates of voluntary Homes for the more improvable cases, to which they are at present often admitted to give them "the benefit of the doubt," or because there is no other way of dealing with them.

Physical defectives.

There are also, especially among children, those whose defects are physical rather than mental, and who should be dealt with on other lines than those of a feeble-minded Home.

Moral defectives.

Among the helpless must also be classed those who develop moral imperfections to an abnormal degree, and who ought to be removed from contact with others, to whom their example is likely to be injurious, and placed in safe keeping. At present the managers of Homes have no resource but to return them to workhouses or to their homes with the fear that their evil influence will increase and spread.

Stationary Class.

(2) The stationary class is by far the most numerous and may indeed be said to form the bulk of the inmates of the homes for older boys and girls and for adults. It consists of those who improve up to a certain point, but then remain stationary, or even go very slowly backward.

The number should diminish.

It may well be hoped and anticipated that in proportion as the provision increases for training and educating children from an early age, this class will tend to diminish. Even as it is, the larger number of the stationary cases can be trained sufficiently to do a fair amount of useful work, and are nearly always docile and amenable to good influences. But they cannot stand alone, nor have they self-control enough to withstand the temptations of the world. They must therefore, be under permanent supervision, and it would be well that institutions should be established where they would earn their own living as far as they were able, and enjoy such a measure of personal liberty as was compatible with their condition.

Permanent supervision needed.

Work for Feeble-minded.

As to the kind of work which is best suited to the feeble-minded, little effort has been made, in the Homes we are considering, to go beyond housework or laundry work for the girls, and gardening or farm work for the boys.

Boys.

The example of the idiot asylums goes to show that much more variety might be attempted. It is perhaps the want of capital to start other industries that stands chiefly in the way. As far as the boys are concerned, agricultural labour is no doubt the very best for them, and as there is a market for it the committee of the Home at Upshire Bury is able to point with satisfaction to the result of the boys' training, since 30 per cent. of the boys who have left the Home are earning their own living, under the supervision of the home master and committee (*Vide Appendix I., page* 231, *post.*).

Agricultural Labour

Girls

The possibility of finding remunerative work for the girls is more remote. They are unsuited in most cases for ordinary service in families, laundry work on a small scale is unprofitable, and there is little demand for it outside the home. The temptations of the world beset girls more hardly than boys, or at all events the consequences to the individual are more disastrous.

Other industries possible.

For these reasons it is difficult to contemplate anything but the detention in homes of girls of the stationary type, and the more variety of occupation and interest that can be afforded them, the greater will be their contentment and patience under restraint.

The example of Sweden in this respect might well be followed, as to which the following short account may be found interesting:—

"After leaving the special classes for feeble-minded children in the day schools at Stockholm, a certain number of girls are sent to working homes, where they receive a thoroughly practical training.

"Among the industrial occupations taught are the following:—Weaving, spinning, basket-making, lace-making, stocking-knitting, household work.

"The skill which they show in weaving and lace-making is often remarkable.

"In this working home in Stockholm, I saw a young woman in charge of a large weaving machine, making curtains. She worked in a small room quite alone, and took evident pleasure in handling the various colours and weaving them into some beautiful pattern.

"I was told by the lady superintendent that it had been found quite impossible to teach this girl the simplest household duties. The girls show individual tastes, and it is found of importance to discover their strong point, and set them to an occupation best suited to them.

"In such they often excel.

"In a cottage home for elder girls near Copenhagen (connected with Herr Keller's Institutes) the girls are taught to prepare the material for making their own clothing from the raw material. They went through the various processes of pulling, carding and spinning, etc., until the finished material for the dress was turned out of the loom."

Permanent control for feeble-minded women.

For the young women who have already lost their place in the world through feebleness of mind and will, and who are to be found in every workhouse, rescue Home and refuge, as well as in Homes for the feeble-minded, permanent control and detention are essential, and by the large majority of those who know the facts of the case it is thought that legal powers of detention should be obtainable, certainly for this class, if not for all. It is difficult to give a very definite opinion as to this without knowing the extent of the class for whom such powers are sought, or the nature and amount of the provision that would be necessary as a result. Unless very carefully safeguarded and enforced, compulsory powers of detention might result in concealment that would render it less possible even than it is at present to get at the root of the evil, and extirpate it. But there can be no doubt that a better organisation of existing powers and opportunities for dealing with the feeble-minded could be carried out without delay, and would result in a sensible diminution of the evil as it exists. The question as to compulsory detention will inevitably solve itself as time goes on and knowledge increases.

Legal detention.

Legal detention if enacted should be made applicable to feeble-minded youths who are morally defective as well as to young women.

(3) The hopeful class demands only a few words and those of warning. It consists of those comparatively few among the feeble-minded who improve so as to be capable of taking their places as ordinary citizens, and it can only be recruited from those who have been watched over and trained from early childhood. It may be hoped that its numbers will increase as time goes on, and means and methods of education improve. But it should never be forgotten that even the most hopeful of such cases are always on the borderland, and that the helping or restraining hand should never be far off. It is for these cases that after-care circles or committees may become of inestimable use, and no opportunity should be lost of encouraging or establishing such aids to the feeble-minded.

Need for supervision.

Danger of independence.

Those who are responsible for improving feeble-minded young men and women up to the point when they mix freely with others and feel their independence, must look to it that their power of injuring the community is not increased and that their last state does not become worse than their first.

Suggestions for future action.

A few suggestions on practical points connected with the treatment of the class under consideration may fitly conclude this statement.

We would suggest:—

That it is desirable to render compulsory the provision by county education authorities of Homes and schools for defective children.

That a government grant should be given towards the maintenance of children in boarding schools. The present grant is for their education only and is virtually the same as that given to day special schools.

The amount of grant payable each year in respect of day schools or classes is £4 for each unit of the average attendance of younger children, and £4 10s. for each unit of the average attendance of older children.

That the grant payable each year for each defective child in a boarding school amounts to £4 4s.

That two or more county Education Authorities might combine to establish farm Training Homes for boys from special boarding schools of fourteen and upwards, and laundry or other Training Homes for girls of fourteen and upwards.

These Homes should not be large and should be managed by local committees.

That children in workhouses should be included in any estimate of the provision needed to be made for defective children in any district.

As has already been suggested it would be desirable to remove feeble-minded paupers requiring permanent support and care altogether from the care of Boards of Guardians and place them under that of the county councils.

That Boards of Guardians should have power, under medical certificate, to deal promptly with feeble-minded mothers and their infants in workhouses, and to detain them while arrangements were being made for their admission into Homes. It would be well if the dilatory machinery of the Local Government Board could be dispensed with in these cases.

Homes or colonies under the County Councils.

That permanent Homes or colonies should be established by county councils for the reception of feeble-minded adults, pauper and non-pauper, who should be employed on such remunerative labour as they were found able to perform and rendered happy and contented.

These establishments should be managed by committees or bodies of managers which should include women among their members.

Should compulsion be found necessary, a form of temporary detention might be devised which would have the effect of restraining the restless without fostering resentment against enforced confinement. Such a form was indicated by Mr. Dickinson in his paper read at Birmingham in March, 1904, when he said:—

"I think it might be quite possible to establish a system under which the manager of the Home should have a limited power to prevent any inmate leaving the premises during a certain period, say one week. At the end of that time it would be obligatory upon the manager to bring the case before a magistrate, or by preference a special Board of Commissioners, who would have power if they saw fit to confirm and continue such detention. In certain cases it would be very likely that this detention would be renewed periodically, becoming in fact permanent, and it might be that then the individual so dealt with would have to be removed to some special kind of Home. But I am convinced in the vast majority of instances an occasional exercise of this power would be all that would be necessary, and that with comfortable accommodation and kindly management the great bulk of these helpless creatures would remain contentedly to the end of their lives."

That some supervision and inspection of all Homes for the feeble-minded is essential. For private Homes conducted for profit, registration and inspection should be enforced. The same suggestion holds good for Homes for the epileptic.

That steps should be taken to provide training for matrons and teachers of the feeble-minded.

That every Home should be under the supervision and direction of an experienced medical officer.

APPENDIX I.

Miss P. D. Townsend, and Miss Jefferies.

10 April 1905.

(1.) ACCOUNT OF HOMES FOR THE FEEBLE-MINDED.

(Selected as dealing with representative classes.)

Upshire Bury. Boys from fourteen upwards.
Alexander House, Hammersmith. Girls of fourteen and upwards.
Coningham Road, Shepherd's Bush. Young women from workhouses, with their infants.
Handford Home, Ipswich. Girls from eight upwards.

(2.) VOLUNTARY HOMES FOR FEEBLE-MINDED GIRLS

(3.) RETURNS FROM MAGDALEN HOMES.
RETURNS FROM REFORMATORIES, ETC., FOR BOYS.
RETURNS FROM REFORMATORIES, ETC., FOR GIRLS

Upshire Bury, Waltham, Essex.

Home for feeble-minded boys from fourteen upwards. Established in 1897. Accommodates twenty boys, two masters and a matron. The greater number of boys come from Boards of Guardians. Payments made with boys, 10s. weekly. Average cost of each boy, 11s. weekly, including rent. The balance made up by boy's earnings.

The boys are taught gardening and farm work, and carpentering or shoe-making in the winter. Their labour is much in request during the summer on the neighbouring farms, and two of the boys in the Home act as assistant postmen, going long rounds with absolute fidelity and regularity.

Number of boys who have been admitted to the Home since its opening in 1897, seventy-two.

Number who have left the Home, fifty-two.

Of these, twelve are now wage earners, earning on an average 10s. weekly. In cases where the wages do not suffice for support, the Guardians make up the difference. The "out" boys are boarded with cottagers near their work and are under the supervision of the master at the Home.

This is the only Home in England for feeble-minded boys over school age.

It owes its success to (1) its situation in the country; (2) its careful supervision and management; and (3) the fact that there is a market for the boy's labour. The difficulties it has to contend with arise from the late age at which the boys' training begins, when bad and vicious habits are often ineradicably formed.

Alexander House, Hammersmith.

Home for feeble-minded girls from fourteen upwards. Established in 1897. Accommodates eighteen girls and three matrons. The greater number of girls come from Metropolitan Boards of Guardians. Payments made with girls, 10s. weekly. Average cost of each girl, 11s. weekly. Balance made up by subscriptions.

The girls are taught house-work, laundry work, and sewing. They are happy and contented, and rarely wish to leave, except that all cherish the hope of "going to service" some day. One girl has been in the Home six and a half years, another six years, most of the present inmates between two and three years.

Number of girls who have been admitted to the Home since its opening in 1897, sixty-nine.

Number who have left the Home, fifty-one.

Of these seventeen have been sent to service, out of whom nine are still under supervision, earning on an average 2s. 9d. weekly and their board.

The experience of this Home is very similar to that of other homes of the same kind throughout the country.

Very few, if any, of the girls are able to stand alone, though they often do well under careful supervision. A variety of remunerative employment is desirable as there is little demand for laundry work on a small scale. The girls take kindly to monotonous work that grows under their hands, and with capital and opportunity it might be possible to establish a profitable industry which would prevent the girls from longing for a life of freedom outside the Home.

Coningham Road, Shepherd's Bush.

Home for feeble-minded young women and their infants from the maternity wards of Metropolitan workhouses. Established in 1902. Accommodates ten women, seven babies, and two matrons. Payments made with women, 10s., and with babies, 5s. weekly. Average cost of each inmate, 8s. weekly. The balance made up by subscriptions.

Miss P. D. Townsend, and Miss Jefferies.

10 April 1905.

This Home is intended as a permanent shelter for the young women it contains. They are mostly of a low type, and very difficult to manage, but they show marked improvement as time goes on and their restlessness and desire for freedom diminishes. There can be no question that they should be detained for life either with or without compulsion. They do the work, sewing, and washnig of the Home, and learn to care for their babies. Their ignorance and neglect of their children when they first come to the Home is appalling. Under the skilled care of the matron and medical officer, the babies develop into healthy and happy, albeit, frail children, and so far as can be judged at present, a very small minority show signs of feeble-mindedness. The wish of the committee is to carry the Home into the country, with partial separation of mothers and children from three to seven years of age, when it can be decided whether the children are of normal intelligence or not. The London house could be used as a receiving or probationary home.

During the two and a half years of its existence thirty-seven applications have been made and sixteen girls and ten infants have been admitted.

Handford Home, Ipswich.

Training Home for improvable cases of feeble-minded girls of good character. Age limit, eight to eighteen.

Established in 1898 for twelve girls, and enlarged to take eight more in 1900. In January 1902, a small house in the country was added as an overflow home, to be used for change, for convalescence and as a holiday home, making the total accommodation for thirty girls and five matrons.

Payments made with girls, 6s. weekly. Average cost of each girl 7s. weekly. Balance made up by subscriptions and by girl's laundry earnings.

The girls are taught house-work, laundry work, and sewing, besides rug-making, basket-work, etc. The younger children receive regular school teaching.

Number of girls who have been admitted to the home since January 1898, eighty-four. Number who have left the home, fifty-four. Of these fourteen have been sent to service, twenty returned to friends, eight to Poor Law guardians, eight sent to other Homes, three to asylums, one died.

Of the thirty girls now in the Home, twenty-three were sent by guardians, five by friends, two by parents.

The girls' ages vary from seven to twenty-seven; three over twenty; thirteen between sixteen and twenty; nine between twelve and fourteen, five are under twelve.

Of the fourteen girls sent to service, many have kept their situations for six months or a year, and then have become incapable of working properly and have been returned to the Home for a further period of training till another situation could be found. One girl since August 1902 has been in four different places, staying five, five, four, and nine months, spending the intervals at the Home.

The difficulty experienced in finding suitable situations for the girls is very great, as they require constant and patient supervision.

During the last twelve months seventy-nine inquiries were received for admission into the Home, thirty from guardians, thirty-two from friends or relatives, seventeen from homes or societies. Two of the applicants were over forty, five over thirty, four over twenty, twenty-six between sixteen and twenty, twenty-three between thirteen and fifteen, fourteen between nine and twelve, five between four and eight.

The majority of these applications appeared suitable cases for Homes.

Four were for fallen women, eighteen for morally defective.

(2.) Voluntary Homes for Feeble-Minded Girls.

The following figures have been obtained from ten voluntary Homes for feeble-minded girls. One of these Homes was started in 1890, three in 1892, five in 1897, and one in 1903.

Six hundred and ninety-seven girls have been received into the Homes, 422 girls have left.

Of these: 102 were sent to service, 145 returned to friends and relatives, 124 returned to unions, thirty-two were placed in other Homes, eleven in asylums, eight died.

The after history of these girls to October 1st, 1904, shows that only seventy-one are now wage-earners, average 2s. weekly.

Seven have been sent to workhouses, ten have been sent to Homes, thirteen to asylums, five have married, twenty-one have illegitimate children, thirteen have died.

(3.) Returns from Homes and Reformatories.

Magdalen Homes.

(*Not including Homes for the Feeble-Minded.*)

Result of an inquiry made by the National Association for Promoting the Welfare of the Feeble-minded as to the number of feeble-minded inmates found in Magdalen Homes during the past three years, and the proportion of these having illegitimate children.

Inquiries were made of all the Magdalen Homes in England, numbering 284, and not including homes founded for the feeble-minded.

Answers were received from 100 Homes or groups of homes.

According to the statements therein made, 14,725 inmates have passed through the Homes, during the past three years. Of these, 2,521 (or about 16 per cent.) are returned as feeble-minded, among whom: 588 (or 25 per cent.) had one illegitimate child, and 198 (or 8 per cent.) were known to have had more than one, making a total of 786 (or 33 per cent.) mothers of illegitimate children, among the feeble-minded inmates.

N.B.—The figures here given cannot be regarded as conclusive with regard to the number of the feeble-minded in Magdalen Homes, because: (1) the inquiry was answered by only about one-third of the whole number of Homes; and (2) no direct medical evidence as to the mental condition of the inmates was obtainable.

As, however, when tested in local groups or by comparison of separate Homes the proportion of the feeble-minded to the whole number of inmates was shown almost invariably to be 15 per cent. or 16 per cent., this estimate may be accepted as indicating an approximation to the truth.

The following extracts from letters received from superintendents, hon. secretaries, or presidents of the Homes may be taken as typical of many others, all tending to demonstrate three points:—

I. The number of feeble-minded women in Magdalen homes is probably here under-estimated. On the other hand:—

II. The same girls drift from one home to another or from shelter to workhouse, or return to the same home.

III. There should be some power of permanent control for feeble-minded girls or women of low moral type and debased instincts.

I. (That the number is here under-estimated.) "Besides the 25 per cent,, named, nearly all the girls passing through the Home are wanting. All are more or less deficient, and need much general supervision."

"I cannot furnish you with the information, this is only a temporary shelter, There have been, I know, a number of feeble-minded girls and a number having had illegitimate children. (The number returned as 0 on this form.)

"We are obliged often to refuse to receive feeble-minded girls because of the difficulty of finding homes for them when they leave, even when 6s. a week is offered towards their maintenance. One girl we refused remained in her own home—a bad home—for awhile, and then drowned herself. Others we have refused drift to the workhouse. They remain there for a time, then take their discharge, and we find them again later on, in the lying-in ward of the infirmary."

"I have taken the lowest number. Almost all we receive into the Home are more or less deficient or feeble-minded and have very little sense of moral responsibility."

(This writer returned 107 out of 307 feeble-minded with illegitimate children, twenty-nine with more than one child.)

"I have been in charge twenty years and my experience is that 30 per cent. are feeble-minded and not capable of earning their own living." (No figures given.)

"We do not take feeble-minded cases if we know them to be so; yet eleven were admitted (in the last three years) and all had illegitimate children."

N.B.—In a great number of cases, the form of admission excludes the feeble-minded. In spite of this, a small percentage are often admitted into the Homes and shown on returns.

II. (The same girls drift from one Home to another, or return to the same Home.)

"Girls do well under supervision, but when sent to situations, drift back again."

"Of course each year many of the same ones return."

"Most of them just drift from one shelter to another. Many have been in six or seven, and do incalculable mischief. They should not be at large."

"Even if we could find them places, they often drifted back to sin or the workhouse."

III. (There should be some form of permanent control for these feeble-minded women.)

"A permanent Home should be provided for the feeble-minded. They invariably fall again when away from protection."

"None so bad as to be unfit for work; but morally unsafe in the world of work."

"Every one without sufficient mental balance. They would go on happily and usefully (under control) and not be such a menace to the community as when given unbounded liberty."

"In many of these cases, one could detect powers for mechanical employment, which it would be a positive rest and benefit to the individual to use, and which might be made remunerative through properly organised schemes."

Reformatories, &c.

Result of inquiries made from 222 reformatories, industrial schools and voluntary Homes for boys, 288 for girls.

As to the number of feeble-minded boys and girls who have passed through the Homes during the last three years:—

Boys.

Replies received from eighty-nine institutions. Fifty-two state they have had no feeble-minded boys. Thirty-seven state that 126 feeble-minded boys have passed through the homes. Of these: Thirty-eight are said to be wage-earners, ten have been sent to workhouses, six to asylums, two to prisons.

Girls.

Received replies from eighty-seven institutions. Forty state that they have had no feeble-minded girls, forty-seven state 216 feeble-minded girls have passed through the Homes. Of these: Fifty-three are said to be wage-earners, thirty have been sent to workhouses, three to asylums, three to prisons, thirteen are known to have had illegitimate children.

In both boys' and girls' Homes feeble-minded cases are not admitted intentionally, and in most cases the preliminary medical examination is supposed to prohibit their admission.

The consensus of opinion is that it is most inadvisable to include the feeble-minded with children of normal intellect, and that it is bad for both classes to be trained together.

The feeble-minded need special training, to have allowances made for them which it is impossible to make in training homes for normal children.

Finding suitable situations for feeble-minded boys and girls is reported to be most difficult and they are incapable of remaining long in any place.

In the case of girls many of the answers testify to the unsuitability of domestic service and the desirability of giving them employment in special Homes.

With both boys and girls constant supervision of those who are placed in situations is considered essential.

APPENDIX II.

Miss P. D. Townsend and Miss Jefferies.

10 April 1905.

EXTRACTS FROM THE REPORT OF THE PROCEEDINGS OF THE TENTH ANNUAL POOR LAW CONFERENCE FOR THE EASTERN DISTRICT, COMPRISING THE COUNTIES OF ESSEX, NORFOLK, AND SUFFOLK, HELD AT THE TOWN HALL, IPSWICH, ON THE 24TH APRIL, 1902.

It was resolved:

(1.) That a Home for epileptics of both sexes and children as well as adults, be established for the Eastern District, either in a disused workhouse by preference, or in an asylum to be built for the purpose in the neighbourhood of Ipswich, and to be under the management of a board of guardians, or of a committee appointed by several boards of guardians.

(2.) That a Home for unimprovable idiots and imbeciles of both sexes, and children as well as adults, be established for the Eastern District.

(3.) That a Home for feeble-minded men and boys be established in some central situation, and be under the management of a board of guardians, or of a committee appointed by several boards of guardians.

(4.) That a Home for unimprovable feeble-minded women and girls be established in the neighbourhood of Norwich and be carried on by the Norwich Board of Guardians.

(5.) That for each of the above-mentioned Homes, the board, or boards of guardians having the control of them appoint visitors who shall not necessarily be members of such board or boards, and who shall, together with guardians appointed by such board or boards, be the committee of such Home.

(6.) That application be made to the Local Government Board to bring in a measure to enable boards of guardians to carry out the foregoing resolutions, and also to receive a grant of 4s. per week in respect of every epileptic or feeble-minded person sent to a special Home, and to empower magistrates to order the detention in Homes of feeble-minded persons for a limited but renewable period.

(7.) That a copy of this report be sent to the Association of Poor Law Unions, with a request that they will take such steps as they may deem expedient to further its recommendations.

(8.) That as a first step for the amelioration of the conditions of the persons, the subject of this report, the Norwich Board of Guardians be requested to establish a Home for unimprovable feeble-minded women in their union, under the management of a committee appointed by them, consisting of guardians of that union and others, and open, upon payment, for the reception of feeble-minded women in the Eastern District.

That it be referred to the executive committee to take such steps as may be necessary to carry out recommendations, 1 to 4.

3904. (*Mr. Byrne.*) I would like to have your opinion on the subject of the size of the institutions which you recommend as being most suitable for these people. You express an opinion in favour of small institutions?—Yes.

3905. Would not that involve a substantial addition to the cost compared with institutions on a larger scale?—Yes, they can be too small to be economical, or they can be too large to be useful.

3906. In what way can they be too large to be useful?—I think the whole secret of the treatment of the feeble-minded is classification, that is to say, individual dealing. The ideal, of course, is to deal with each case entirely alone, as each case is an abnormal one. To put a great number of cases together you must supply an immense amount of supervision, or you do not get the advantage of the classification, but there is no reason why there should not be a considerable number in an institution, provided that they are classified and divided in their treatment.

3907. You would practically make no limit to the size of the institution if it provided for proper classification?—If the classification was properly carried out.

3908. Suppose you have a large institution consisting of 1,000 people, some epileptics, some feeble-minded men, and some feeble-minded girls and women, the departments of that institution would necessarily be

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quite separate, but the fact that it all was under one supreme head, or was all in one locality, would not prevent classification taking place, would it?—No.

3909. And it would offer greater facilities for work and self support, would it not?—Yes, but I think you must distinguish between those cases which you intend to keep all their lives, which you merely want to make the best of where they are, and those cases which you want to send out into the world, or hope to send out into the world, ultimately. For those I think small institutions absolutely are better.

3910. May we put it that during the educational stage, where that goes up to eighteen, say, you think the institution should be small?—Yes.

3911. But for adults who are perhaps going to be permanently detained—you think it would be well to aid economy by having them large?—Yes. (*Miss Jefferies.*) As long as they are sub-divided. There ought not to be more than thirty in a block I think.

3912. Even the largest institution might meet that requirement, might it not?—(*Miss Townsend.*) Yes.

3913. Supposing the feeble-minded were more thoroughly dealt with, how about the authority who should deal with them? As regards children you are satisfied that the educational authorities should do it?—Yes.

3914. Do you think that simply making compulsory the existing Defective and Epileptic Children Act, instead of allowing it to be an adoptive Act, as it is now, would meet all requirements; or does the Act require amendment?—I should say that that would meet all requirements. Of course, it is so untried yet, that it is rather difficult to say whether day schools would suffice or whether boarding schools should not, at all events be encouraged, whether they are made compulsory or not.

3915. If the Act were made compulsory it would necessarily have to be carried out by some quite small educational authorities?—(*Miss Jefferies.*) By committees in connection with them.

3916. That is to say authorities would have to deal with feeble-minded children who have only a few to deal with; in other words the combination of authorities would be required, would it not?—(*Miss Townsend.*) It would. I think we have rather brought that forward, or stated that it is a possible solution of a good deal of difficulty.

3917. Supposing combination took place, it would point to the necessity for more boarding-houses instead of day schools?—Yes, distinctly.

3918. There are now four boarding schools under the Act?—Yes, and those are small.

3919. What size are they?—There are two in the north of England where there are twenty-five children in each, one very small one, which is my own, which has only ten children. I am sorry I do not know which the fourth is—that is under the Board of Education.

3920. We can find that from their books?—Yes, they mention four in their report, but I rather think one is for epileptics.

3921. Do you think that the provisions of the existing Act give sufficient power to the educational authority to enable them to bring about the necessary combination of authorities and the administration of the Act in a way most suitable for each locality?—(*Miss Jefferies.*) I think there is power, but at present it is so expensive that the country districts are very much against it. That is where the delay has come in.

3922. I notice you express an opinion that the boarding out of individual feeble-minded children is undesirable?—(*Miss Townsend.*) Yes.

3923. Is it undesirable to have small houses with three or four feeble-minded children?—It depends upon whom you have to look after them.

3924. Suppose you had a competent person?—And they go to a neighbouring day school?

3925. Yes?—That is the plan carried out by the Metropolitan Asylums Board. I think it is a very admirable one if the special day schools are at hand, and if there is a proper person to continue the training in the home. It is not so good as a boarding school, and judging from the Metropolitan Asylums Boards it is very much more expensive, but that perhaps does not depend on the plan itself—I do not know. These Homes are by far the most expensive of any. (*Miss Jefferies.*) In the country if it were possible to have boarding-houses for eight or ten, it would be much cheaper; not elaborate boarding-houses, but boarding-houses which could be certified.

3926. A simple house or a simple cottage?—Yes, one which was inspected. (*Miss Townsend.*) At present there are no special day schools in the country to which the children could be sent. (*Miss Jefferies.*) I am speaking of the smaller provincial towns in which there might be a special school.

3927. Would you be in favour of the bulk of the work being carried out by local authorities, or would you like to see philanthropic and other institutions doing the work with the assistance of the rates or pecuniary assistance from Government?—(*Miss Townsend.*) There should always be some provision for inspection, of course.

3928. But do you think it is appropriate work to be done by philanthropic agencies?—As far as children are concerned.

3929. Or by the National Society or other societies?—Do you mean for the whole class, feeble-minded adults as well as children?

3930. I was speaking of children?—I think it is best done by the education authorities. It ultimately must be. It would be very desirable that there should be special committees for the boarding schools on which outside members might serve, especially ladies.

3931. Like managers of schools?—Yes.

3932. But you would anticipate when the Act is made compulsory, and in the course of a few years, brought into working effect, the disappearance of the private schools?—Yes.

3933. Would you be glad of that?—I think it would be better that they should disappear, as schools.

3934. There is practically nothing that private and religious devotion and enterprise can be expected to do which the local authority could not do equally well?—We take for granted that the local authority has the interests of the children at heart as much as the philanthropic bodies and perhaps greater facilities for doing the work.

3935. That has not been so up to the present; why do you anticipate that? They have shown no interest in them up to the present?—The education authorities, I think, have.

3936. I think not, with a few exceptions?—They have had little opportunity so far.

3937. The Act has been in force for some years?—The Act is optional. The education authorities are spending the ratepayers' money at a very great rate without dealing with their feeble-minded children. I think a large number of them are very anxious to do it, but the expense deters them, and the difficulty of the subject.

3938. They are anxious to do it, but they are anxious not to do it, at the same time?—Expense is against it.

3939. But practically they are at a standstill, are they not?—(*Miss Townsend.*) I do not think I could say that. Of course it is difficult to say whether a majority are taking action, but a great many are moving in the matter or are very anxious to move.

3940. But in the past the movement has come mostly, has it not, from charitable and devoted people who have pushed forward and started things with their own money or by subscriptions?—(*Miss Jefferies.*) You are talking of the special schools?

3941. No, special schools can only be by local authorities under the Act. I am talking about the general provision which has been made in the country for boys and girls of the feeble-minded class?—For the educational age under sixteen there are very few Homes at all.

3942. I will not press that point. On the whole you hope to see the local authorities doing it, and no one else?—No.

3943. Do you say the same about the feeble-minded adults, supposing they came to be detained permanently,

would you like that to be entirely a matter for the local authorities ?—(*Miss Townsend.*) I should like it to be a matter for the local authorities assisted by the charitable public and by outside interest. I think it would be a great pity if it was entirely official.

3944. Do you know anything about the administration of the industrial and reformatory schools in England, or inebriate reformatories ?—I know nothing directly of their administration.

3945. You know, at any rate, they are striking examples of important work which has been entirely carried out by private individuals—with the financial assistance of the Government. Have you heard whether it has been successful ?—No, I do not think I should like to put any opinion I have formed on the evidence.

3946. On the face of it you see no reason why feeble-minded people in general should not be dealt with as the particular classes of feeble-minded people who become inebriates are ?—By local authorities ?

3947. No, by philanthropic associations. I will not press the point ?—I do not think they have been a striking success with the inebriates.

3948. (*Dr. Donkin.*) I see you say (*vide page 230, col. 1*), "The stationary class is by far the most numerous and may indeed be said to form the bulk of the inmates of the Homes for older boys and girls and for adults. It consists of those who improve up to a certain point but then remain stationary or even go very slowly backward." It is your opinion that that is the case with regard to the feeble-minded children who have been trained specially; that in spite of the best available training, the bulk of them, as you describe here, remain stationary or may go backward ?—A very large number of the older boys and girls have.

3949. You say: "May indeed be said to form the bulk of the inmates of the Homes for older boys and girls ?"—I suppose if one takes the numbers it would be so. By far the greater number are stationary or not sufficiently improved to be able to stand alone.

3950. That however much the provision might be increased, with the best possible training that you know of, still you would be of that opinion, that the bulk of them would not be able to take care of themselves—would not be able to go without supervision ?—Not unless the training is begun very much earlier. I think a very great deal depends upon that. (*Miss Jefferies.*) There has not been time to tell, with the younger children, at present; with the older ones certainly it is so.

3951. I do not know whether you are aware of the evidence given by Dr. Eichholz, that there are something under 50 per cent. of successes ?—(*Miss Townsend.*) One-third I thought was his usual number; one-third successes, one-third stationary, and one-third failures.

3952. I think in his evidence it appears something like 40 odd, per cent. successes, which he defined as cases where the feeble-mindedness became latent, and they were socially and industrially successful—able to earn their living; able to look after themselves ?—He is speaking of those who have passed through the special schools, I suppose. We have some figures here on "after-care," which were too late to embody in our evidence, which show perhaps 40 per cent. as being the number that earn—between 30 and 40 per cent. are wage earners—but not by any means self-supporting.

3953. And in your opinion the majority of them would not be able to shift for themselves ?—Not without some supervision.

3954. You make a remark as regards the Idiots Act (*vide page 230, col. 1*); you say: "This Act may therefore be fittingly applied to the hopeless cases." Is it your experience that it is often applied to hopeless cases ?—No, I do not think it is, as far as my experience goes.

3955. It is meant for those "capable of receiving benefit." I should like to know whether you are aware of many hopeless cases having been dealt with under the Idiots Act ?—You mean who had been sent to asylums and benefited from being sent ?

3956. No, not benefited; whether hopeless cases are dealt with under the Idiots Act, in any considerable numbers ?—I do not think in any considerable numbers.

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As far as our own Homes are concerned I do not remember that we have ever sent any to an asylum. (*Miss Jefferies*) I have known several cases who were too bad to keep in a Home and were certified.

3957. Certified under the Idiots Act ?—Yes

3958. (*Mr. Dickinson.*) Going through your evidence I see you draw attention to the work that has been done in Germany and in America. When was that work begun in Germany ?—(*Miss Townsend*) The first schools were founded in Germany about 1860.

3959. They were schools for the feeble-minded ?—Yes, day schools for backward children.

3960. They have been working now forty years, have they ?—Yes.

3961. Can you tell us anything of the development of it ?—From personal knowledge I am afraid I cannot—only from reading their reports and hearing what is said about them. I should have thought the movement would have grown much more quickly than it seems to have done in Germany.

3962. You say there are only 6,000 children provided for in special schools ?—That is from the latest information I could get. It seemed to me very small for the time they had been working.

3963. I suppose that figure of 12,000 as being the number of feeble-minded in America, that is in eighteen states, would hardly include the whole number, would it ?—That is a very recent report. I think that includes the whole number that are dealt with in the States in those large institutions—that is if the report which was sent to me is correct. But they have hardly done anything in their day schools in America yet.

3964. In the way of special schools ?—Yes; they have been sending over teachers and others to get information from our schools in order to follow our example.

3965. Do you know whether they have advanced very much in the system of teaching in Germany ?—I think their system is very much like our own. They lay very great stress on medical care and examination of the children in the German special schools.

3966. That I suppose means the physical department ?—Yes.

3967. So far as England is concerned we have only begun to concern ourselves with this subject since 1892, when the School Board of Leicester opened a special class ?—Yes.

3968. That is the first time the question of the special education of the children was started ?—Yes.

3969. But I think prior to that certain Homes had been established ?—Yes. The first Home was established in 1887 and was soon followed by others.

3970. Those were Homes for adults really ?—Girls from fourteen upwards.

3971. There was no attempt made to teach the children before that ?—No.

3972. Is it your opinion that the question of treating children who are possibly feeble-minded should be attacked very early in their life ?—The earlier the better.

3973. Can you give us any experience you have had in that direction ?—The experience of our Hendon Home went to show very strikingly that the younger the children were, the more rapidly and more surely they improved. I think there is no doubt that most of the existing Homes feel that they are very much handicapped by having them too late to do any real or permanent good.

3974. It is a very expensive matter, is it not, treating the children from such an early age ?—It is expensive because you have them for a longer time, but the actual treatment of the young children would not be so expensive as that of the older children, and in a way I should think it would economise even in the time you kept them, because there would be a greater chance of their going out into the world, or at all events earning for themselves, if they were taken earlier. The Departmental Committee of 1897 was of opinion that seven years old was early enough to discriminate between a normal and an abnormal child so far as education went.

3975. But still you say it is better to begin it earlier than that ?—Yes.

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3976. You think then that there are many cases of feeble-minded persons whose disease has been a process of deterioration?—Yes.

3977. Who if taken at an earlier age and properly supported physically might, in respect of the affection of the brain, improve?—It depends from what cause they are feeble-minded. One class of feeble-minded are absolutely incurable, although they may be improvable. Another class may be curable—but that is a doctor's question.

3978. You have had a good deal of experience of children in one or other Home?—Yes.

3979. Do you think a considerable number can be prevented from becoming really feeble-minded if they are properly dealt with at an early age?—No, I think that a child who is once feeble-minded in the true sense is always feeble-minded, but I think it may be improved so that its feeble-mindedness is a cause of far less injury to it than if it were not improved.

3980. And improved to such an extent that it can, under certain conditions, partially earn a living?—Yes, certainly, and even in some cases earn it in the world, provided it is looked after.

3981. With regard to this looking after them, you have just stated to Dr. Donkin certain figures with regard to what you call after-care. I take it the principle of after-care—that is to say looking after children after they have left school—is a matter of quite recent introduction?—Quite recent. It is hardly formed; it is more in the air than any other part of the subject, I think.

3982. If we can have that table I will pass it up. I take it so far as this information is concerned, you have obtained information which enables you to say that at any rate in certain parts of London, 47 or 48 per cent. of the children can be looked upon as wage-earners?—Yes, that is the result of the enquiry.

ON THE WORK OF THE CENTRES ESTABLISHED FOR THE AFTER-CARE OF CHILDREN LEAVING SPECIAL SCHOOLS.

Results of work in all the centres in England and Wales (except Birmingham) established up to 1904.

The centres are:

Oxford.	In London.
Leicester.	Kensington.
Nottingham.	Nottingdale.
Bristol.	Fulham.
Bolton.	Southwark (Pocock St.).
Leeds	
Brighton.	
Bradford.	

The last are not fully constituted Committees, and may be more properly described as the work of one or more persons interested; but the childrens' history is traced.

London.—The figures given are of Kensington, Nottingdale, Fulham, and Pocock Street, Southwark.

These show that a total of 116 children have passed through the schools since their commencement.

47 or 40	per cent. are	wage earners.
11 or 9	,, ,,	in homes or institutions.
2 or 1·72	,, ,,	in the workhouse.
36 or 31	,, ,,	living at home or with friends.
2 or 1·72	,, ,,	dead.
18 or 15	,,	have been lost sight of.

Note.—The 31 per cent. "living with friends" are those with practically no regular employment, or incapable of earning.

Kensington and Fulham give seven cases in which *disastrous results* have occurred though, with one exception, all are under twenty-one years. Out of the 116 only two have married.

The Provinces.—The figures given are those of:—Oxford, Leicester, Nottingham, Bolton, and Leeds.

Bristol, Brighton, and Bradford are excluded from the table of figures, as their facts are not recorded upon quite the same bases as the others, and would therefore be misleading in the percentages.

A total of 215 children have passed through the schools.

66 or 30	per cent. are	wage earners.
23 or 10	,, ,,	in homes or institutions.
16 or 7	,, ,,	in workhouses.
71 or 33	,, ,,	living with friends.
12 or 5	,, ,,	dead.
27 or 12	,, ,,	have been lost sight of.

Note.—"Living with friends," see footnote to London table of figures.

Out of the above total there are twenty-three cases of disastrous results. In connection with "disastrous results" Bolton remarks "none, as cases are comparatively young"; this probably explains the small general percentage, for in the case of Leicester, which has the longest record, as it was the first school to open, there are twelve out of a total of fifty-one, or 23·52 per cent.

Out of the 215 only one has married (Leicester Centre). This feeble-minded girl married the consumptive father of one of the worst epileptic cases in the school.

Wage-earning capacity of children leaving the special schools.—As in any consideration of future provision for the feeble-minded this point is one of extreme importance, it may be well to give the statements of each locality.

These show that the feeble-minded are, in ordinary cases, not self-supporting after the school training.

Average Wage.

	s.	d.
Kensington	10	0
Leicester	8	6
Bradford, 3 schools, Girls	8	0
,, ,, ,,	7	6
,, ,, ,,	6	3
,, ,, Boys	10	0
,, ,, ,,	9	0
,, ,, ,,	8	6
Nottingham	6	4
Southwark	5	2
Fulham	5 to £1.	
Bolton	1 to 5s.	
Bristol, "highest earnings known,"	7	6
Oxford, "average wage very small."		

3983. That is 40 per cent. of the children who had passed out of special schools?—Yes.

3984. Who have therefore been children who at one stage or another in their existence have been defined as feeble-minded?—Yes.

3985. I notice when you get to the Provinces there is a smaller percentage. There are very few places, I suppose, in the Provinces where information has been sufficiently accurate to be of much use?—I do not know. I think it is quite as accurate, if not more so, than the London information, from these towns where it has been taken up—Oxford, Leicester, Nottingham, Bolton and Leeds. But those are very few, of course. It only deals with 215 children out of all the thousands concerned.

3986. Can you tell me whether the considerable number mentioned as living with friends can be passed as being wage-earners?—In the great majority of cases I should say not. They are merely living at home; they are perhaps helping a little at home, doing practically no regular employment, or incapable of earning.

3987. I suppose very few of these persons are capable of earning a full wage; in fact I see that the wages you give here at the end of your Statement are not what you may call a living wage?—No. But our experience of big boys, trained at Upshire Bury, shows that some of them may earn the average wage of the agricultural labourer.

3988. Perhaps you can tell us a little bit more about that. That is in your Appendix, is it not? *—Yes.

3989. How many of those boys have been able to be put in such employment that they really could shift for themselves?—There are ten or twelve, about 30 per cent. of those who have left the Home.

3990. Those boys in that home have been very feeble-minded, have they not?—Yes, because their training has not been begun until they are too old to hope for very much benefit from it; that is to say not until fourteen to sixteen.

* *Vide* p. 231.

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3991. Do those lads when they get out and work for the farmers go along without any sort of supervision?—No, I think they would very soon fail in various ways, unless they were looked after, either by members of the Committee or by the master of the Home.

3992. These particular boys are looked after?—Yes, the master helps them to spend their wages and to save them. After they leave they are looked after by him or by the Committee.

3993. If you get a Home like this in the centre of an industrial district there is no reason why a considerable number of them should not work outside for farmers in the ordinary way that other labourers do, subject to the influence of the Home?—No, none at all.

3994. Do you think that would be a feasible scheme, if industrial colonies were formed throughout the country?—I think very feasible; in a situation where agricultural labourers are needed as they are in Essex, there is no difficulty in getting the boys employed up to the extent of their capacity.

3995. There is no need to keep them all employed on the premises?—When you deal with very large numbers the personal supervision would be difficult outside. It would be easier and less expensive in a ring fence.

3996. These boys you say are earning ten shillings a week?—On the average.

3997. That is lower than the ordinary labourer?—The farmers expect to get them cheaper than the ordinary labourer, but one or two of them are earning 14s. to 17s. a week. That is a very fair agricultural wage.

3998. I suppose the agricultural wage in Essex is not much more than that?—Of course these are only lads, and they would only earn a lad's wages, wherever they were—they are not men.

3999. What age are they?—I should say those who are out at work are from sixteen to twenty.

4000. This question of the feeble-minded has come to the front in connection with the poor law more than anything else, has it not?—Very much, at all events as to the adults.

4001. Especially also in connection with the feeble-minded women who come into the maternity wards?—Yes.

4002. Your Association has formed a Home for these very young women, has it not?—Yes and their babies.

4003. It is the only Home of the kind in the country, is it not?—The only Home for feeble-minded young women with their babies.

4004. Can you give us, shortly, what your experience has been in connection with the Home?—Our experience of the young women is that they are absolutely unfitted to take care of themselves and ought to be prevented from going into the world again. Our experience of the babies is that the large majority show no sign whatever of feeble-mindedness, and with care and training it may fairly be hoped that they will be normal children. Without the care and training, and left to their feeble-minded mothers' care and all the associations that they would have had, the result might have been very different.

4005. I suppose most of them would die if left to themselves?—Yes; but it is extraordinary what children do survive.

4006. This particular Home has only been two and a half years in existence, I see. You had thirty-seven applications and sixteen girls have been admitted. Can you tell me at all what the remaining twenty-one applications were. Were they simply applications you had to refuse, because you had not a Home for them, or did you lay down any rule about suitability for the Homes? I suppose all these who were admitted were illegitimate children?—The thirty-seven applications include the babies. Ten babies have been admitted in addition to sixteen girls. The rejected applications were unsuitable or did not belong to London. All the babies are illegitimate.

4007. And from Boards of Guardians?—They are all from London Boards of Guardians. The Home is founded for London Boards of Guardians.

4008. How did you get them to come in, to begin with? You could not force them, I suppose?—No, and probably the larger number of the applications that have not been admitted were those who refused to come at the last moment or had left the workhouse. One great difficulty is that it takes so long to have them admitted, owing to the delays of the Local Government Board and the Guardians, that they very often take their discharge before it is settled.

4009. Would you explain what is the process that you have to go through to get these women into this Home?—Each case separately has to be referred by the Guardians to the Local Government Board, and the consent of the Board has to be obtained in each individual case.

4010. Consent to what?—To putting them in a Home at all, and to paying for them.

4011. Do you think that if that could be done without the consent of the local authority you would be able to get more of these poor women into the Homes?—Yes, distinctly. The delay is so often fatal.

4012. How is this put in motion? Do the Guardians apply to the Homes?—Generally a lady of the Workhouse Ladies' Committee, which exists for most of the workhouses, knows the case and recommends it to the Guardians for a Home; the Guardians consider it, and, if they think well, apply to the Local Government Board for permission to send the case to a Home.

4013. How long can the Guardians go on paying for these women?—Practically always, as long as the Local Government Board allows, or as long as the Guardians like to continue.

4014. And as long as the woman stays?—As long as the woman consents to stay.

4015. What do they pay you?—10s. a week for each woman and 5s. for each of the babies.

4016. That is sufficient to cover the cost?—Very nearly. It is a very small Home and rather expensive owing to its being in London. In the country it would probably pay for itself.

4017. Have you got any there who have been there the whole of these two and a half years?—Yes.

4018. Those are cases, I suppose, which you think are not likely to go out. They have settled down?—Yes. Of course the great difficulty is that any one of them may become unsettled at any time.

4019. Have you found many of them have stayed on, or have the majority gone away immediately they have got well?—None, I think, have left of their own accord, because they wanted to go. Some few have been too troublesome, some few have become too mentally feeble, too liable to become insane, and in the case of one or two their friends have removed them; but none of them have insisted on going.

4020. With regard to these women, at any rate, no powers of detention have been necessary?—It would have helped a good deal in those cases which the friends removed and it might help in making them less restless and more content.

4021. Is it your experience, generally, that these feeble-minded women, if they are comfortable in these Homes, would rather not leave?—I should think the majority of them would rather not leave, but there are some cases which would insist upon leaving; and perhaps the worst.

4022. The great thing is to protect them against their friends?—Yes, and their own restlessness.

4023. What do you propose to do with these children if you go on keeping them like this?—Our hope would be to move the existing Home into the country, and to use the present building as a sort of probationary Home. We should draft the women and babies into the country later, bringing up the children apart from their mothers, but to be in some touch with them until they are of an age when it could be definitely tested whether they are feeble-minded or not. According to the doctors, this would be at six or seven years old, and then they could be dealt with by the guardians.

4024. Do you contemplate separating them from their mothers?—Our schemes are not formed. The children are now, most of them, between two and three and it is becoming quite time that they had less association

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with such decidedly feeble-minded guardians as their mothers. Personally my ideal would be to have a house in the country for the women, with grounds on which there could be a cottage for the children where the children could lead a country life until they were six or seven years old.

4025. Do you find these mothers have strong affection for their children?—No, the affection has all to be manufactured by us, practically. In very few cases of feeble-minded mothers is there any real maternal feeling.

4026. There would be no disadvantage in taking away the child?—They gain the affection. I think now they might feel it, and for that reason I would not remove the child altogether.

4027. Is that an advantage if you are going to separate them ultimately?—Surely; that the mother should have her child—be in touch with it—till six or seven years old, establishes its claim on her affection or care, wherever you put it afterwards.

4028. But it cannot be good for the child?—Perhaps ideally, it would be better not, but one has to think a little of the mother.

4029. You have not had these children more than two years?—Some of them two and a half.

4030. All you can say is that they are physically strong?—And mentally; the medical officer, a lady doctor who is attached to the Home, considers that though perhaps one of them shows signs of feeble-mindedness, the rest are normal. They are frail and delicate, but of normal intelligence.

4031. With regard to the Home for the girls, I notice you say somewhere it is more important to have homes for girls than for boys?—We say there are more. I think we did not speak strongly of the great need of Homes for boys.

4032. I rather took it from your evidence that it was more necessary for girls because of the temptation?—(*Miss Jefferies.*) The danger is more clearly seen with girls, and therefore strikes outside people more.

4033. There is only one Home for boys in the country at the present moment?—(*Miss Townsend.*) Only one for older boys. Why there should not be more I cannot say.

4034. Have you found with regard to them that there is some difficulty in keeping the boys in a Home when they grow up?—No, because they always have a hope of going out. They are none of them told they are not to go out. After they pass a certain age, if they are hopeless cases, we have to return them to the guardians.

4035. Have you in your experience had to deal with boys who wanted to run away?—It is sometimes part of their feeble-mindedness that they are restless and wander, but only one or two of our boys have run away.

4036. I suppose you hold strongly both with the boys and the girls that the detention of them must go on all through their lives—most of them?—Yes, it ought to do so, or at last they will need supervision.

4037. This Home at Ipswich—that is one of Miss Jefferies'—have you had the same experience with regard to girls in those Homes, that you can keep them there?—(*Miss Jefferies.*) We have no trouble except from the relatives. In cases where the girls have gone away against our will the relatives have taken them away, or they have unsettled them. We have placed a girl in a situation and her mother has removed her.

4038. If any power of detention was brought about, it would have to be a power to operate against the relatives?—Yes; we have had no trouble in keeping girls of their own accord if they have been without friends, but occasionally, when relations have had to do with them, we have had trouble.

4039. With regard to these girls a certain number of them, you say, have been sent to service?—Yes.

4040. Have they gone into service in which they are able to perform their duties as well as normal individuals?—No.

4041. What has been your experience of those girls; have they come back?—They have come back at periods of five, six, seven months, or even a year, and they then almost need to be trained again. They did very well for a few months, and then have deteriorated and have been sent back to the Home.

4042. How have you succeeded in getting them in service; have persons taken them from philanthropic motives, or because they can get them more cheaply?—As a rule because they can get them more cheaply. In the case of laundry girls, we have been successful in placing them in private laundries, and that has been more or less philanthropic.

4043. But even with that most of them do not keep their places?—In the laundries they have kept their places very well; it is in other places they have not.

4044. What percentage would these fourteen be. Is it on eighty-four?—On fifty-four.

4045. Number left Home fifty-four, and fourteen have accepted service?—Yes.

4046. Your view would be if this question were satisfactorily dealt with that it must be on the lines of employing the girls in the Homes?—I should much prefer to employ the girls in the Homes.

4047. Or in industries connected with the Homes?—Yes, but not in the same Home. I think they need change. After five or six years in a Home a girl who comes in at fifteen, and is then twenty or twenty-one, wants a change. She wants to go to another Home. It is not advisable for her to remain in the same Home for ten or twenty years. Our girls range from seven to twenty-seven. It is most awkward to deal with them.

4048. I suppose all the inmates in your Homes, are feeble-minded, are they?—Yes, they have all been certified by a doctor as feeble-minded.

4049. You have not attempted to mix them up with cripples or persons who are otherwise afflicted?—We have tried some of our girls in normal Homes for a short time because we thought they were not sufficiently feeble-minded to keep. We have tried with four girls and in each case it has not been successful; the girl has returned in a few months apparently more feeble-minded.

4050. What occupation do you give them, there is not very much variety?—We have two Homes: one at Ipswich for twenty girls which has a laundry attached to it, and one Home quite in the country which has no laundry and is used for convalescence and for change. We find in Ipswich there is quite enough occupation. With eight little ones taking lessons only twelve are available for laundry work and house work.

4051. They have to work and keep the house going for the smaller ones?—Yes, everything is done; all the clothes are made in the house and so forth, so we find plenty for them to do.

4052. Do you work the laundry from the point of view of profit?—We take in outside washing, which pays, but if you count in the matron's wages or the girls' work there would not be a profit.

4053. Do you find these feeble-minded girls are capable of working the laundry by themselves without assistance?—No, they have a skilled laundry matron,

4054. And other skilled laundresses?—No, the girls do the work with one matron.

4055. And they make a profit?—They do all the house washing and the outside washing, and make a profit of about £54 in the year, but that is without counting their work as worth anything, and without counting the matron's wages, because in any case we should need a third matron.

4056. (*Mr. Hobhouse.*) And without counting capital charge?—That is very small. I think even counting capital charge we should have a profit, without what the girls' work would be worth, and without the salary of the matron.

4057. (*Mr. Dickinson.*) Is that profit which is made after receiving a payment for the patient from the guardians?—Yes.

4058. How much do the guardians pay you?—5s. or 6s. a week.

4059. Is the home maintained by any charitable contributions at all?—Yes, we reckon that the inmates cost 7s. a week, and we expect to receive 6s. a week for them.

The extra shilling is made up by laundry work and by subscriptions.

4060. And you have to fall back to a certain extent on charity?—Yes.

4061. You have never succeeded in making the laundry pay sufficiently to make up the balance of the amount?—No, the laundry only helps to make up that; then we get an enormous amount of voluntary work given us: doctor, dentist, lawyer, everything is free, besides contributions of all sorts. Without these it would add very much to the expense of the Home.

4062. It comes to this, that the feeble-minded can hardly be said to be earning any considerable portion of their living?—I do not think they would be able to earn enough to pay them without a staff to supervise them. They can do their work very well under constant supervision, but when you have an expensive staff, it militates against their being self-supporting. (*Miss Townsend.*) It does not militate against their actual earnings. I think in fairness to them you should take the actual amount they earn, and divide it among them, if you want to see how much they are capable of earning.

4063. What does the cost come to per head, including cost of superintendence, rent, and everything?—(*Miss Jefferies.*) £18 with the two Homes, because the country Home is cheaper; £18 for thirty girls.

4064. For that you receive 6s. a week?—6s. per week per girl.

4065. That is £15 a year?—Yes.

4066. These girls at that rate do not earn £3 a year?—Some of the girls do not earn anything. We have eight under the age of fourteen. They earn nothing. They are not all girls who would earn, any way.

4067. What would be the cost of them in a country workhouse?—The country workhouse cost would be very much the same. We find the guardians are very glad to send girls to us in the large country districts.

4068. And to pay 6s.?—No, they prefer to pay 5s. They are quite glad to send them at that; they do not like paying more than 5s. a week.

4069. Just to finish off this about the other Homes there are there, the number of Homes in the country has been multiplying, has it not?—(*Miss Townsend.*) The number has been stationary for the last three or four years. I do not know of any new Homes that have been founded.

4070. I see you give figures, somewhere or other, about the number of applications received by the Central Authority. There are 3,000 applications in seven years. That Association has to pass on the applicants to various Homes?—Yes, to deal with them as far as they can be dealt with.

4071. Do you find the accommodation is quite insufficient for the applications?—Quite insufficient; many of them are refused; in fact it is hopeless to apply to a large number of the Homes.

4072. Most of the Homes get full and remain full?—That is the case to a certain extent. There is always a certain amount of moving to and fro.

4073. You give in your Appendix* some interesting particulars with regard to the Magdalen Homes. I suppose the general result of that is that all those who are in charge of these Homes unite in the opinion that the feeble-minded form a very large proportion of those who come into the Homes?—16 per cent. are returned as feeble-minded—that is, of the number that have passed through the Homes, but the Returns are somewhat unreliable, for reasons mentioned in the statement.

4074. To go back to the question of the Poor Law, I think you are of opinion that the proper treatment of this subject is to withdraw it from the scope of the Poor Law?—I should be very glad to see it withdrawn from the Poor Law, both the care of the children and the dealing with the adults, but I should be very far from saying that the workhouse is never a fit place for a feeble-minded person. I think sometimes it is a very good place.

4075. You give various resolutions which have been passed by various Poor Law Conferences at various times. May I take it that the principal suggestions that are made there are, first, that there should be Homes for the permanent protection and maintenance of the feeble-minded. That is one of the subjects which was discussed and adopted, and then also as a step towards it, that there should be separate classification and treatment?—Yes.

4076. That I believe is very necessary, even under the present system?—Most necessary. The whole question is one of classification.

4077. I see another one advocated—that the guardians should have power to defray the whole cost of supporting feeble-minded pauper women and children in Homes carried on by voluntary effort?—I see no special reason why they should not be supported by the rates entirely, if they are at all.

4078. Do you find it is difficult to carry on these homes without payment being made in full by the guardians?—Very difficult. The public sympathy is not at all keen on the subject. It is very difficult to get voluntary subscriptions and donations.

4079. I suppose you would agree that the public seem to think it is a matter for the rates?—Yes; all they want is not to be brought into contact with such cases and that the rates should pay for them if necessary.

4080. Another decision by this Poor Law Conference was that there should be special training—that the guardians should afford special training for the feeble-minded children. That, of course, can only be done through the Board of Education?—Yes, the Local Government Board now declines to deal with feeble-minded children and leaves them to the Board of Education.

4081. There is one other subject practically agreed upon, namely, that there should be some process of detention?—Yes, the question of detention needs very great consideration.

4082. These figures that you give as regards the cost in the various Homes (*page 228*) vary very considerably. I suppose really the circumstances are very different?—The circumstances are very different.

4083. Can you give us the cost of the boys' Home; that is rather important?—As nearly as possible each boy costs 11s. a week, including rent.

4084. That includes rent and superintendance?—It includes everything; the guardians pay 10s.

4085. How is the rest of that made up?—By the boys' earnings.

4086. That Home you think can pay its way?—Absolutely, with that payment made for the boys.

4087. Would that be the case with the girls in London, too?—No that does not quite pay its way.

4088. What is the cost of the girls?—The cost of the girls is practically the same, about 10s. 10d. or 11s. a week, which with 20 girls leaves about £30 to be collected.

4089. Because there are no earnings?—No; they do laundry work, but it is without any profit.

4090. In the boys' Home there are considerable earnings?—Yes, they do shoe-making, carpentering, gardening, and farm work.

4091. (*Mr. Loch.*) Turning to the question of the cost of these schools, the cost was one reason why special schools were not more generally adopted throughout the country. On page 11 it is stated that some figure between £4 and £4 10s. is payable as a grant. Would you propose that the grant should be increased in order to give some further motive for establishing these schools?—For boarding schools I think the grant should certainly be increased. It is only 4 guineas for each child even if they earn the full grant.

4092. What would Miss Jefferies say about that. You have had experience in the country?—(*Miss Jefferies.*) It ought to be increased, otherwise the authority will evade, if possible, establishing the school. In Ipswich we have had delay owing to the cost. The present requisitions are so expensive, that the Education Authority will not have a special school. If there could be a larger grant they would be more likely to have one.

4093. Do you propose a supplementary grant based on the attendance of the children to meet the large outlay?—Yes, I think it would be an advantage.

* *Vide* p. 232.

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4094. Would that suffice to bring about what is necessary in relation to this matter?—It would not cover the cost.

4095. I understand you admit that if you fail in getting these special classes you fail in the whole initiation of the work of caring for the feeble-minded?—Yes, certainly; it leaves it for charitable Homes.

4096. The charitable Homes do not meet the demand?—No.

4097. Therefore this is the preliminary to the whole question?—Yes.

4098. And unless this difficulty is solved we can get no further?—I would like to make it cheaper if possible in the provinces, to have the special schools, and then I think we should get them.

4099. You have not thought out what might be the grant per unit as against this?—(*Miss Townsend.*) The annual cost exclusive of school buildings of the special day schools is £7 17s. for each child and the grant is £4 10s. or £4 4s.

4100. A considerable difference would have to be made in the grant to make it attractive?—(*Miss Jefferies.*) To make it large enough to be attractive, or it might be possible to diminish the cost.

4101. Could the cost be diminished?—I think if it were possible to have small boarding houses in the provinces to which children might be sent, from which to attend the classes, it would very much decrease the cost. (*Miss Townsend.*) It is the cost of day schools you were just speaking of. (*Miss Jefferies.*) I should prefer boarding schools to be obligatory but the cost for the boarding schools would be considerably higher than the cost for the day schools. (*Miss Townsend.*) I do not think I should like to join in saying there should be no more special day schools in the towns, I think they answer remarkably well. There are a great many children whom it would be a pity to take away from their homes. (*Miss Jefferies.*) But a large proportion of them in the country districts would have to be in boarding Homes.

4102. Because you would have to have a centre to draw the children from the surrounding district?—Yes.

4103. With regard to another point as to the women who come into the workhouse, as has been described, and leave it, what would your method be?—I presume there would be some kind of institution or Home outside the workhouses.

4104. But would you have them under the care of the guardians?—(*Miss Townsend.*) No.

4105. Would you have them voluntary?—It is difficult to say, but I think at present voluntary effort would be sufficient

4106. What is the number? Take any average workhouse in London; some enquiry has been made, has it not?—Yes, but without any reliable result as to the number of feeble-minded in the workhouses.

4107. The women that are provided for with their infants, I mean?—I do not think there is any reliable return as to that.

4108. The provision would have to be very much larger than it now is?—Yes. I say yes, because I believe the need is there, but nevertheless the demand on our Home has not been excessive. We found some difficulty in getting a sufficient number of women to fill it.

4109. That has been due partly to the cost?—Yes.

4110. Therefore again this is a question of money rather than anything else?—Yes, and to a certain doubt in the guardians' minds as to whether it is worth while. I do not think they are absolutely convinced, except the very enlightened ones, that it is worth while paying for or taking trouble with these women.

4111. But you personally are convinced?—Very much so.

4112. Suppose the guardians were convinced, you would propose that the Homes should be started by charitable means and the people kept in them by grants in the individual cases?—I think it is preferable to any other way of dealing with them.

4113. Would you be against the guardians or some other authority making a grant towards the capital expenditure in order to have more Homes?—Thereby giving them a control over the management?

4114. That ought to be so?—No; always provided there was a good body of managers who were not guardians.

4115. You are in the position in this Home of not being able to expand it, because it is full, and there is no place for the women to go to?—Yes, and we have no fund with which to carry out our idea of starting a Home in the country for them.

4116. Does that question affect towns like Ipswich?—(*Miss Jefferies.*) Yes, there is no place for these feeble-minded women. The Home at Shepherd's Bush is only for the Metropolitan cases.

4117. You would advocate something similar?—Yes.

4118. Would it be possible to avoid going to the Local Government Board about it in each case?—At present it would not be.

4119. Would you advise that it should be?—I should advise that it should be, because of the delay.

4120. Would Miss Townsend state what her view is of detention? Would you have an absolute certificate of detention when the child leaves a special class, if it is thought to be feeble-minded?—(*Miss Townsend.*) I think there is a great deal to be said on both sides as to detention. Perhaps I do not feel so strongly the absolute necessity for it as some of my colleagues in the Association do. I think there are certain cases where it ought to be enforced, especially for the women who do so much harm in the world, and the men also who do so much harm in the world, but I think it would certainly be premature, with our present partial knowledge of the subject and of the extent of the evil, to say that every child at a special school should be certified as unable to take care of itself and remain in detention all its life.

4121. Would you share that view, Miss Jefferies?—(*Miss Jefferies*). Certainly.

4122. With regard to these children who have passed through the special classes, with regard to whom we have some information as to the earnings which they make, do you think that the statement that 44 or 50 per cent. of them are very satisfactory is a statement that you can accept within a few years of their leaving the schools? That statement is made by Dr. Eichholz. As to the Edward Street school in the last eleven years 138 children have passed through the School, many of whom are now twenty or twenty-three years of age, and of these the account is given. Then it is summed up in this way. Excluding those who went to elementary schools, the numbers are 44 and 50 per cent. still doing satisfactorily. Do you consider that that period suffices for a test as to their turning out satisfactorily in life, taking it as a whole?—I should say not. The period has not been long enough, or certain cases which were not feeble-minded may have been included.

4123. What is your test of that. Have you seen these cases year by year?—I have had to deal with cases for the last seven years,

4124. Your conclusion would be that that is rather optimistic?—That would be my conclusion. (*Miss Townsend.*) It may or may not be, but I do not think it can possibly be said, yet.

4125. Suppose these cases do not turn out well on leaving, or turn out well after a few years, would you have some system of visiting or care?—There should be some system of registration or report.

4126. Should you work it like the M.A.B.Y.S. cases?—We are contemplating the adoption of a uniform report by the after-care Associations which may be formed, which shall report to some central body yearly or periodically as to the condition of those who have left the schools, just as the M.A.B.Y.S. does.

4127. Those who leave the schools only earn low-class wages, 8s. or 9s.?—Yes.

4128. The consequence is they cannot keep themselves?—No.

4129. Do you think they rely on their families for support ?—I think in the large majority of cases they do.

4130. You do not know how many live with their families ?—It is stated that 33 per cent. live with their families.

4131. There is a large percentage who do not ?—One does not know whether the 40 per cent. who are wage-earners do live with their families, or how they live, or how they are assisted—the knowledge is very vague.

4132. Practically there still remains, in regard to the larger number, a chance that they will come upon the rates or somebody; even of those who are floated out ?—Yes, because their work is very irregular. If they deteriorate, as they often do, it would cease altogether.

4133. In order to make the special classes, or the after-care, of any value you would have to have continual touch with the child whether you have a certificate or not ?—Very much so. (*Miss Jefferies.*) I was also basing my remarks on the answers to the enquiries obtained from 89 institutions for boys and 87 institutions for girls. The percentage who are doing well of those who were considered feeble-minded is very small.

4134. Practically in spite of all that can be done in the special classes, you are only preparing them for a life rather of occupation than of employment ?—I should think so. (*Miss Townsend.*) And possibly strengthening them to resist some of the temptations to which they would otherwise have invariably succumbed. The moral good of the special training is great, I think.

Vide page 224 col. 2.

4135. You say there are about 8,000 of these children in London alone, feeble-minded. Our provision in London must still be very far short of what is required if we provide only for 3,615 plus 590 ?—Yes. I think very far short.

4136. That does not include quite young children, but children of school age only ?—The 1 per cent. estimate is based on children between seven and thirteen.

4137. (*Mr. Hobhouse.*) I forget whether it was Miss Jefferies or Miss Townsend who gave the answer, but one of you said in reply to a question whether you would make detention compulsory, that it ought to go on all their lives. I understand that you have views upon that subject which you would like to explain ?—(*Miss Jefferies.*) I do not think Miss Townsend said so. (*Miss Townsend.*) I certainly did not mean to say so. That is not my view at all.

4138. I will ask Miss Jefferies ?—(*Miss Townsend.*) She will speak for us both. (*Miss Jefferies.*) I think detention ought to be very, very carefully dealt with. I would not have universal detention compulsory for all cases. I would only have detention in certain cases, and that to be for a limited period and renewable. Compulsory detention might lead to a good deal of concealment.

4139. It has been suggested in evidence before the Commission that compulsory detention, especially in the case of women, would put a stop to a good deal of immorality, which, undoubtedly, prevails at the present time ?—I should say that it would prevent it if you took the children as babies, and kept them all their lives; but, on the other hand, if you have compulsory detention, you might find that many women who at present come into the workhouse and have their babies, would not come in if they thought they were going to be detained for life. That would be a serious danger on the other side.

4140. You think then that compulsory detention might lead to an actual creation of concealment of birth ?—I should be disposed to think so.

4141. Would you go one step further and say that it might lead to infanticide ?—I do not know. It might possibly. It might certainly lead to the people not coming into the workhouses.

4142. How would you deal with the case of a woman who comes annually (because it comes to that) into the workhouse to have an infant, and then goes out ?—I should in all probability have that woman detained on a renewable certificate; detained in the workhouse at present, and, if it were possible for Homes to be established, sent to a Home.

4143. And would be detained in the Home ?—And would be detained in the Home; but that is rather a different thing from universal detention.

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4144. Detention in the Home would be the same as detention in the workhouse ?—Yes, but every woman who came in with a child would not necessarily be detained

4145. Would you leave the detention optional at the instance of the local authority ?—Yes.

4146. The board of guardians ?—Yes, and on a medical officer's certificate.

4147. You think that detention would have a deterrent or preventive effect ?—It would have a preventive effect in some cases. Miss Townsend might like to speak as to that. (*Miss Townsend.*) I do not think we should be fairly representing the views of the Association for which we are giving evidence, if we did not acknowledge that in a great many cases detention is necessary, and ought to be enforced. At the same time, individually, my feeling is that our knowledge on the subject as a whole is not sufficiently full and mature to be able to dogmatise very strongly on the subject of compulsory detention. I do not know whether it is clear. That is what I have in my mind.

4148. May I put it in this way: That the views of your Committee would be in favour of detention, but that your own experience in actual contact with these cases leads you to doubt whether it would always be wise ?—I should like to modify the opinion in favour of universal compulsory detention. I think I should speak more strongly than Miss Jefferies has now, as to detaining that particular class that are found in the maternity wards of the workhouses. I think the more of them we can detain the better; and we have to think not so much of them as of society, to which they do so much harm. They, perhaps, are a class rather apart from what people usually think of when they talk of the compulsory detention of feeble-minded persons.

4149. How a class apart ?—There is no doubt whatever that they ought to be prevented from doing more harm than they have already done. If it can be by compulsory detention, well and good. There is the danger always of concealment, but I think that should be prevented.

4150. How could that be prevented ?—By exercising as far as possible the power of detaining them and removing them wherever they might be, not only in workhouses, but elsewhere.

4151. That would not meet the case of concealment of birth ?—No, nothing could meet that.

4152. I understand the suggestion to be this: If you detain compulsorily, you would prevent a person from going originally into the workhouse, because the person would be afraid of coming, as it were into prison. You suggest, and I think Miss Jefferies suggests too, that the person will stay outside, and give birth to a more or less imbecile child outside, instead of coming inside ?—I think that is very likely in a good many cases.

4153. How would you meet the difficulty of this more or less feeble-minded mother bringing a child at all into the world having regard to her moral and physical condition. That is the real difficulty, is it not ?—Yes. Of course it remains to be proved how far they would be prevented from coming into the workhouse. If detention were so customary, that they knew where they were going to and what was going to happen to them, the concealment might be less. They might be perfectly willing in the great majority of instances, to go into the workhouse and pass on to the home. At present it is the unknown—the feeling of prison and doubt—that would induce them to conceal it. But all that has to be proved; none of us know.

4154. With regard to a person over the age of sixteen, whose lot it is at the present moment to be turned adrift on to the world because there is no power of detention, would you detain that person compulsorily ?—Putting the question of morality aside ?

4155. No; I think you must take it into consideration. Take the concrete case, A. B., a girl of sixteen. The probability is if you turn her out of your institution on to the world, she adopts an immoral course. Would you detain her to prevent her ?—In certain cases I would.

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She might have friends who would be able to control her. You might be able to control her voluntarily in other ways. I do not think I should make it universal.

4156. Supposing that this person expresses a wish to go abroad into the world, would you refuse her leave to go out?—As long as ever I could I would.

4157. Would you make it statutory—would you give yourself statutory power to refuse?—At present I would not. I think it might do good in that instance; it might do a great deal of harm in others.

4158. What would your answer be to that, Miss Jefferies? I understand you represent the country as against Miss Townsend's town?—(*Miss Jefferies.*) I should agree with Miss Townsend. I think at present it would be a very great mistake to have universal detention. I would specialise on cases and render it possible to detain one case, and not necessarily to detain another.

4159. I think you would, both of you, like the power, but you would like to have an option as to the use of the power?—I should. (*Miss Townsend.*) I think that is perhaps the best way of putting it.

4160. But you would like the statutory power?—(*Miss Jefferies.*) I would like to have it possible. I think it may be a great danger.

4161. I should like to ask whether you have ever figured to yourself any complete scheme of dealing with feeble-minded persons from the age of childhood upwards?—I should like to have them up to school age, in some form of boarding home.

4162. Up to school age?—I mean during school age. If they were found to be feeble-minded before school age, they should be in a home, if possible, or with suitable guardians. During school age I should like them to be in a boarding home and after school age in a colony where it should be possible to classify the cases very carefully.

4163. Take the school age. At what age would you receive them first into your boarding houses?—Seven or eight.

4164. About eight?—About eight.

4165. How long would they stay in the boarding house?—Until they had passed through the school, or until it was proved impossible for them to learn anything.

4166. Where would you have your boarding house?—I gather that you are speaking of the country?

4167. Would you have it in the country or in some small provincial town?—I would have it in a small provincial town, and would have several houses which could be licensed as boarding houses which could take a small number of children who could then attend a school.

4168. I think you yourself come from Norwich?—From Ipswich.

4169. Let us take that as a typical instance. Ipswich would serve as the centre for a group of counties?—No, Ipswich would serve as centre for East Suffolk.

4170. In Ipswich you would have two or three licensed boarding-houses? Would those houses be all under—I will not say one roof—but grouped in an institution within one set of grounds?—I think it would be better to have them separate. There would have to be about three schools; therefore, the boarding-houses would be grouped round the schools.

4171. You would have in no one boarding-house more than the number of scholars who would attend one school?—No.

4172. That provides, in your opinion, for the school age?—Yes.

4173. You would not have the school attached to the boarding-house, but you would send scholars from the boarding-house to the school?—I should prefer that.

4174. When they have passed the school age what are your suggestions?—I should then like a scheme which would embrace several counties, and which would provide for the more hopeful classes, the hopeless ones, those who are physically delicate or defective, and for those who can do a certain amount of work and could be sent out to service and received back again if necessary.

4175. You would have up to the school age the county making its own provision under the Education Department?—Yes.

4176. After the school age you would have grouped counties making provision for the more or less grown-up persons?—Yes, so as to classify them.

4177. Under what department—under the Local Government Board or the Home Office?—Under the County Councils, probably.

4178. A grouping of county council authorities?—Yes.

4179. Have you at all worked out the cost of any such scheme as that?—I worked out the cost for a colony in the Eastern Counties at about 8s. or 9s. a week.

4180. That would not be paying anything to the inmates for their labour?—No.

4181. I take it that the worth of the labour of the inmates is practically very small?—I think that is generally acknowledged.

4182. There are physical reasons, probably?—Feeble-minded girls are certainly, as a rule, very delicate; they suffer from heart disease in many cases, and from anæmia, and are not physically fit to do hard work. Their health needs a great deal of care.

4183. Would that form a costly item in the maintenance of the institution?—Do you mean would a convalescent home form a costly item?

4184. If you like to put it in that way, or would the supervision of the workers be a costly item?—The supervision of the workers would be the most costly item of the whole.

4185. I gather from some evidence which you gave, I think, to Mr. Dickinson, that you said it would be expedient that persons detained in an institution should not remain in one institution all their lives. I rather gather from that that you thought it necessary that there should be change?—In answering Mr. Dickinson, I said it was necessary there should be change, chiefly because of the disparity of the ages, the girls in our home ranging from seven to twenty-seven. It is not desirable to keep girls who are old with girls who are young in a small institution; but, on the other hand, after having been five or six years in one home, many girls get unsettled, and would be better in another home, if it were possible to pass them on to one under the same authority.

4186. Do you know of any instances in the treatment of the insane where there is an exchange of patients between one asylum and another?—As far as I know, it is not done. I do not know.

4187. You could see there would be a difficulty in local authorities exchanging patients?—I suppose there would be a difficulty, but I think it would be possible.

4188. Would it be sufficient for your purpose that the group of county councils should remove a patient from Ipswich to Norwich?—Yes, quite sufficient. It could be under the same authority in the same county.

4189. You would not propose the necessary creation of convalescent homes?—From the point of view of health, I think it would be a good thing to have one.

4190. But not necessary?—But not necessary, if you could give them change.

4191. To go back to the question of detention, you have carried your children from the boarding-house to the Home under the granted county council authorities; would you detain them there in these Homes or labour colonies all their lives?—I should detain some of them all their lives; the morally deficient should be detained all their lives.

4192. There, again, you would like to have a dispensing authority?—Yes.

4193. You would like to have statutory power to detain, with the option of exercising it?—Yes, and to have the power renewable.

4194. You would like to have something corresponding to a ticket-of-leave system—I do not know whether I use the phrase properly?—If they went out; yes.

4195. You would give them licence to go out, which licence could be cancelled if cases came to your notice?

—The ones I am suggesting detaining I should not allow out at all. There are a certain number who ought never to go out, but I should not detain them for life without re-examining them at intervals of six months or a year.

4196. You would like to have the power to re-examine ?—I think they should be re-examined, to see if their mental condition has advanced or retrograded.

4197. The cost, as you put it, of maintaining the grown-up persons in such an institution would work out at about 8s. ?—I worked that out as under the boards of guardians.

4198. Did you allow anything in that charge for purchase of site, or construction of building ?—No; that was capital charge; 8s. simply includes what they would cost.

4199. For food and clothing ?—Everything, when once the home was started, and rent; it would not include the original outlay on the building.

4200. (*Mr. Dickinson.*) Rent would be included in that ?—(*Miss Townsend.*) It would not include the initial expenses.

4201. (*Mr. Hobhouse.*) If you look at page 228, you see there: "cost of maintenance per inmate per annum, inclusive of service and exclusive of rent. Thirty-three girls, £20." That is exclusive of rent ?—(*Miss Jefferies.*) I am not sure whether it ought to be. In the next one, twenty girls, it ought to be inclusive of rent; it is a mistake.

4202. Would you like so far to correct that item? It does make a considerable difference ?—It makes a considerable difference. (*Miss Townsend.*) I think, except for that one Home, the estimates given are all exclusive of rent.*

4203. Let us take it as exclusive of rent. There is £37 16s. 2d.; that is a good deal over 8s. ?—(*Miss Jefferies.*) That is in a Metropolitan Poor Law Home; the others are voluntary homes.

4204. Take £27. That is over 10s. The next is £20; the next £27; and so on. I think those figures would work out at something nearer 10s. than 8s. a week ?—Yes.

4205. I think perhaps you would like to correct your evidence to that extent, or do you think that these are all metropolitan Homes, and therefore, not applicable ?—(*Miss Townsend.*) They are not. (*Miss Jefferies.*) Perhaps 10s. for homes which are not voluntary would be more like it. (*Miss Townsend.*) I doubt very much whether any Homes could be managed for much less than 10s.

4206. Would that include a good deal of voluntary help, or not ?—Yes, even including voluntary help.

4207. May I take it you are both in substantial agreement that about 10s. a week would represent the cost ?—Taking it broadly the cost is 10s. a week for a moderately-sized Home.

4208. And you would agree to that, Miss Jefferies ?—(*Miss Jefferies.*) Yes, I would agree to that.

4209. That entails the use of a great deal of voluntary labour, such as you mentioned in your evidence to Mr. Dickinson: the use of a lawyer, doctor, and so forth ?—Yes. The one of which I am secretary works out at 7s. a week, but that is in a country town. Of course, rents vary very much.

4210. One more point: you make considerable distinction between the cost and, perhaps, the efficiency of the voluntary as against a State institution ?—One is necessarily much cheaper than the other, because of the voluntary help, and, as far as I know the Homes, it is more efficient. But the difficulty is that you cannot get enough of them. You cannot insist upon voluntary help.

4211. Would you agree to that, Miss Townsend ?—(*Miss Townsend.*) Yes, emphatically, I would agree to that. Voluntary Homes are very much more cheaply managed. The difficulty is to get them.

4212. Would you get over that difficulty if you could enable voluntary societies upon the obtaining of a license to get a grant from the State or the local authority ?—I am afraid human nature would come in there. Societies might become as extravagant as the Departments. I think our safeguard is the difficulty of getting money. There are plenty of ways of spending it. I do not think it is our inherent virtue which makes us cheaper, but dread necessity. (*Miss Jefferies.*) But if there were a grant it would be easier to get the Homes started. (*Miss Townsend.*) Yes; but I repeat that we should want a great deal of looking after.

4213. You would like a minimum grant ?—Yes; I think it is good for every Home to have to make an effort for itself.

4214. What would be your minimum grant that you would want with a certain amount of voluntary assistance ?—It depends so much on the kind of Home. Do you mean by "Home," a girl's Home, children's Home, or an educational Home ?

4215. What would be the average grant you would ask for the maintenance of a child, say, in the metropolitan area ?—I should say 10s. a week, and get the rest.

4216. What would you say for a country area ?—(*Miss Jefferies.*) 7s. (*Miss Townsend.*) It depends even then on circumstances. We have a little Home for ten boys which is absolutely in the country though it is only two miles from Guildford. It is supplied with provisions, etc., from Guildford. It is quite as expensive and quite as difficult to keep moderate in cost as a home in London —in some ways, rather more so. So it does not depend on country or town; it depends on the actual position of the Home.

4217. What grant would you ask for an adult ?—About the same, I think.

4218. Not more ?—Not more, because you have to educate your children. My boys are educated. They have a trained teacher and a matron. They cost 15s. a week, and I get 12s. a week for them, and collect the rest.

4219. 12s. from whom ?—From the Guardians, or the people who send them.

4220. You would not expect to get less from the State than from the Guardians ?—Yes; I think it would be very difficult if the Treasury has to do it. Guardians I find generous as a rule.

4221. And the Treasury exceedingly difficult ?—It is not for me to say, but I think so.

4222. Do you say that would meet your views ?—(*Miss Jefferies*) 10s. would certainly cover it.

4223. For the cost of an adult ?—Yes.

4224. And that would practically cover all expenses ?—I think with a voluntary Home it certainly would.

4225. You could probably, from voluntary sources, make up the balance ?—Yes.

4226. Upon those conditions would you infinitely prefer to see the voluntary system maintained rather than compulsorily dealing with these unhappy people through the medium of the State ?—The difficulty is that you would not get sufficient voluntary Homes. You cannot compel people to have voluntary Homes.

4227. Would you go so far as to say that there is practically no alternative but State intervention ?—I do not see any; unless one could keep the existing Homes going by a grant ?—(*Miss Townsend*). Yes. The great advantage of the departmental institutions is that they go on for ever. We start voluntary Homes, but when we are gone we do not know what will happen. That is what one feels about voluntary help for these people. If we do take them for good or evil, for altogether, we have no right to do it without the possibility of going on for ever; and that can only be done by a State Department, so far as I can see.

4228. Is it not the fact that, as a rule, a well-managed voluntary institution does practically become perennial ?—No, I think it dies sooner or later, unless it is so large as to be practically a public institution.

4229. Take places like the idiot asylums which are largely assisted ?—Do you mean private ones ?

4230. Quasi-public ones. You are afraid of your good work ceasing unless it is taken over by the State ?—Yes; I sometimes feel afraid of going on with it, because I know it must one day stop.

* The figures were subsequently corrected by the witness, the amount per head for the home for twenty girls referred to by Miss Jefferies, *exclusive of rent*, being given as £17.

Miss D. P Townsend and Miss Jefferies.

10 April 1905.

4231. (*Dr. Dunlop.*) In your table (pp. 226 and 227) you enter against each institution the word "certified" or "approved." May I ask what is the certificate?—The Local Government Board.

4232. Certifies as what—as a fit place for poor law children to be sent to simply on account of their being pauper children, or do they certify it as fit for feeble-minded children?—As a matter of fact, those are Homes which were certified by the Local Government Board, before the passing of the Act of 1899, the Defective Children Act. They now do not certify any Home for defective children.

4233. These so-called "certified" Homes are certified for reception of paupers, and not for imbeciles?—Yes.

4234. As a matter of fact, they do contain imbeciles?—No; not what we call imbeciles.

4235. I was at two yesterday?—It is a matter of opinion. They are not certified as imbeciles. That is the only line we are able to draw.

4236. You talk about the certificate of the medical officer before they are admitted. In what terms is that certificate written?—It is very carefully drawn out.

4237. What is the extent of the certificate?—It is not a certificate, only an opinion.

4238. An opinion to what effect?—That the child is mentally deficient, not idiot or imbecile, not capable, if it is a child, of being taught with other children, or if it is an adult, of being at large in the world or earning its own living.

4239. You have not got a copy in your pocket of that certificate, have you?—No. They differ with the various Homes, each Home has its own form.

4240. You tell me, at all events, the cases are certified not to be imbecile?—Not idiot or imbecile.

4241. Before they are admitted?—Before they are admitted.

4242. You know the cases at the Coningham Road home?—Yes.

4243. I was there yesterday. There was one epileptic there who could not speak, had no knowledge, absolutely a perfect imbecile—a low grade imbecile. That case had been certified on these particular lines as not being imbecile?—Yes, not being certifiable. The doctors would refuse to certify her.

4244. It is one of the most aggravated cases I have seen?—There are worse cases there than in the other Homes, but I do not know the case to which you refer. I did not know we had an epileptic there, and I am sure there is no absolutely speechless case, though several articulate badly.

4245. You have had large experience of the workhouse girls who have had babies. Are we to take the instances I saw yesterday at Coningham Road as fair examples; are they always as low down as that?—I am afraid so; those for whom the Guardians are willing to pay in institutions and those who are not so unwilling as to refuse to go.

4246. They are not to be taken as extreme cases, but a fair sample?—I think so. There are some very much worse cases left at large.

4247. My personal observation yesterday (and you corroborate that), is that a large number of these become mothers at a very early age?—Yes.

4248. When they are fifteen or sixteen?—Yes.

4249. The Criminal Law Amendment Act is not enough to protect these individuals as it stands?—No.

4250. (*Dr. Needham.*) You say you want to have powers of dealing with feeble-minded mothers and their infants in workhouses, and of detaining them while arrangements are being made for their admission into Homes. How would you propose to detain—what powers of detention would you have?—To begin with, that is to say, as things are at present?

4251. Yes?—I think we state at the end of our statement the kind of detention that we should like.

4252. It is the power of detention I want to know about?—That there should be power to detain these girls who go into the workhouse from month to month while they are being dealt with—a power of temporary detention.

4253. But upon what authority—what do you propose as the authority for the detention—the medical officer?—In the first case a medical certificate, then a magistrate, or a special board.

4254. Would you adopt very much the arrangements of the Lunacy Act, Section 24, which provides for the detention of lunatics in workhouses?—Yes.

4255. You would have a certificate from the medical officer of the workhouse, one from perhaps an outside medical officer, and one from the magistrate?—Yes.

4256. Would you have that, or would you have a simpler method?—I should prefer a simpler and more immediate method.

4257. What would be a simpler and more immediate method?—That the medical officer of the workhouse should have power on the spot to detain the woman temporarily until some effort had been made to deal with the case more thoroughly; then perhaps to bring it before a magistrate or some special Board.

4258. You have not quite formulated that?—No.

4259. As to whether you should introduce the magistrate or whether you should allow a medical certificate alone to be sufficient?—Certainly not the medical certificate of the medical officer of a workhouse; the permanent detention should be on the medical certificate of an expert.

4260. And not a medical certificate alone?—Not a medical certificate alone, certainly; the power of detention should be very carefully guarded.

4261. Would you give the guardians power of detention without the introduction of a magistrate, verified, of course, by the opinion of a medical officer?—It is very difficult to say about boards of guardians. They differ so much. I think I should prefer to have it depend on a magistrate.

4262. Would you have a certificate which is final or renewable?—Renewable.

4263. Would you have it renewable in the sense in which the lunacy certificates are renewable, by a fresh statement being made from time to time, which keeps the certificate alive; would you do something of that kind?—Yes, distinctly, and I should give the friends of any detained person the power to insist on re-examination and a further certificate.

4264. Do you think in the compulsory detention of a good many of these imbecile women, men, and boys, you would have much opposition from parents or friends?—No, not if they were old enough to have become so troublesome that they do not want to keep them at home. I do not think we have met that difficulty yet. If we put the elementary school children in the boarding schools, the parents will be very quiet as long as it saves them the trouble of the child, but when you have improved the child, and he arrives at the age of sixteen, I think the probability is that the parents will take him away for what he can do for them. I think that difficulty is to be met by forming boarding schools under education committees. It has not arisen yet, because there are none, but I think it will arise.

4265. Do you think power should be given to take children or grown-up persons away from their homes and put them in separate Homes against the wish and will of their parents and friends, as well as the people who come upon the rates and go to workhouses?—I think it should depend, as it does with idiots, on whether they are dangerous or harmful to themselves or others.

4266. How are you going to decide whether they are in that condition or not?—You have to decide in the case of idiots.

4267. It has never been proposed, has it, to take idiots away from the care of their friends and relations when they are willing and able to maintain them themselves, and put them in separate Homes?—If they are dangerous to themselves or others, surely the power exists. I have known it exercised.

4268. As to the size of the Homes, in reference to the answers you gave to Mr. Byrne, do you think there ought to be a limit put to the size of these composite Homes, or do you think that a competent man can superintend

a home of almost any size, provided it is properly classified and provided that it is split up into departments? Do you think the master's eye, as I have ventured to call it, can supervise an institution of very large size with equal efficiency to the inmates as a smaller one?—No, I should not think so.

4269. Have you formulated in your mind any limit of size to which these should be restricted?—It depends largely on the number of classes and ages you admit; whether you make a great place like the American institutions, or have them more like our own. I distinctly think there should be a limit.

4270. Do you think you would get the advantages of educational and disciplinary treatment which you have suggested if you had a place with, say, 2,000 inhabitants split up into no matter how many departments with one head?—No, I should be very sorry to do that.

4271. Do you think one head would be able to supervise it?—No; one person could not supervise 2,000 people; he could keep a certain amount of hold of the administration of the institution.

4272. Do you regard the personal element as very important?—Exceedingly important.

4273. I could not ask you to say what you think the size should be, because it is a matter which requires a good deal of consideration, but you think the size of the institution should be such as to enable a man to grasp it, and bestow personal attention upon all the details of it?—I think the one person who matters in dealing with the feeble-minded is the person who is immediately over them. You must not have one person immediately over a larger number than can be individually managed. There may be a head over all those, but he will not touch the individual cases.

4274. That brings us again to the wider institution. Suppose you get your limited number of people with a certain person over that limited number, and then you get that multiplied by twenty, thirty, forty, or fifty different limited numbers, supervised by persons immediately over them; then you would have to have somebody over the whole of those. Do you think it is workable with due regard to the efficiency of the system and to the benefit of the people that you are intending to benefit that you should have a very large number of these smaller centres combined together in one institution, or do you think it would be better if they were separated?—I think it would be better for the children if they were separate, but there are a great many feeble-minded for whom the other system would do. I think the children and those you hope to improve much, you should keep in small institutions; but for those you do not hope to improve much and yet want to make the best of, to give them such work as they can do, and keep them happy and contented and out of the world, I think large institutions would answer.

4275. Do you think you could have large institutions of that class with 2,000 inmates?—I have not experience practically of such an institution. It sounds enormous, almost impossible, but I think you could have large institutions, if I might say so generally, for those whom you do not want to put into the world again.

4276. (*Chairman.*) In the statement you say permanent Homes or colonies should be established by county councils for the reception of feeble-minded adults, pauper or non-pauper. Is there any particular reason why you choose county councils as the authority which should set up the colonies?—In the first place they have already the asylums, a cognate subject, under their control, and, in the second place, they are the body which has the spending of the rates.

4277. As regards the asylums, they have to find the money, but they do not have much of the control.

4278. (*Mr. Dickinson.*) You mean the asylums committee is a separate body.

4279. (*Chairman.*) It is controlled very much by the Lunacy Commissioners, and the Home Office have a hand in it.

4280. (*Mr. Dickinson.*) I think the asylums committee of the county council has very full control.

4281. (*Chairman.*) Only of the administration; and subject to all these other people.

4282. Is there any other reason? What I want to put to you is whether you have considered the possibility of there being another body set up for the purpose of establishing these colonies?—Another municipal body? *Miss P. D Townsend, and Miss Jefferies.*

4283. No, not necessarily municipal, perhaps a Government Department?—As far as the children are concerned I think a Government Department for the care of all the children would be very admirable. 10 April 1905

4284. This is with regard to adults?—I should have thought the county councils were all that is necessary—they have the education and they have the collection of the rates.

4285. Do you think that they would be the best?—As far as I know them they would of course. I do not know much of the country county councils. I might say with regard to county councils, or any body of people that have the care of the feeble-minded, that there should be women among them, and if the county councils had the care there should be at all events a certain number of members who were women. Also I should like to say that all these Homes, whether they are voluntary or whatever they are, both for feeble-minded and epileptics, should be under very careful inspection. That is one danger in encouraging the multiplication of voluntary Homes or Homes that are run in any degree for profit. They should be under very careful inspection and super vision, which at present they are not.

4286. (*Mr. Byrne.*) Have you formed any fairly exact idea as to the comparative industry and efficiency of a feeble-minded person when working under direction, and in an institution? I think you said it is very slight indeed?—(*Miss Jefferies.*) You mean: "is a feeble-minded person working in an institution capable of as good work as a person of the same age who is not feeble-minded"?

4287. Yes, how do they compare?—No two girls are alike, of course. In the mass I think you would get about half the work, taking the bad cases with the better ones.

4288. (*Dr. Needham.*) Of the 422 people who were discharged, only 10½ per cent. were found to be wage-earners?—I think that means after leaving the Home or school. Mr. Byrne was talking of girls in an institution.

4289. (*Mr. Byrne.*) I was talking of those who were in an institution.

4290. (*Dr. Needham.*) After the discipline of the Home only 10½ per cent. were found to be wage-earners—from the Homes generally. They could not have been of a very bad class, because only 2½ per cent. went to asylums?—You are referring to the replies received from reformatories; those are not from feeble-minded Homes.

4291. Out of 422 discharged from feeble-minded Homes?—Not from feeble-minded Homes, is it?

4292. Voluntary Homes for feeble-minded girls The following figures have been obtained from ten voluntary Homes for feeble-minded girls. According to the Appendix to the report of the Guildhall Conference which you have put in. "One of these Homes was started in 1890, three in 1892, five in 1897, and one in 1903, 697 girls have been received into the homes, 422 girls have left." (*Vide page 232, col. 1.*) It is with reference to the girls who had left?—Those are from feeble-minded homes.

4293. Of these people who had been in feeble-minded homes and had the advantage of the training in those homes only 10½ per cent. were wage earners?—Yes, but a great number of the others were sent back to workhouses; 124 were sent back to workhouses.

4294. They were evidently not of the worst class of cases; only 2½ per cent. had to go to asylums?—But they may not be wage earners, although they may not be certifiable as insane.

4295-8. I quite see that. It was rather in reference to what Mr. Byrne was asking as to the value of the work which these people did?—I told Mr. Byrne that they did about half as much work as an ordinary person (*Miss Townsend*). Of course, the girls from these homes labour under the disadvantage that there is absolutely no work to give them as things are at present, except domestic service, for which they are eminently unfit. Still if there were work which they could do, I think a great many more of them would be wage earners.

O. F. N. Treadwell, Esq., M.R.C.S., L.S.A., called; and Examined.

O. F. N. Treadwell, Esq., M.R.C.S., L.S.A.

10 April 1905.

4299. (*Chairman.*) You are the medical officer of His Majesty's Prison at Parkhurst?—Yes.

4300. You have been so good as to give us a statement of your evidence. May we put that on the notes as part of the evidence?—Certainly.

4301. I think you have been some time working in connection with prison work?—Since 1882.

STATEMENT OF THE EVIDENCE GIVEN BY O. F. N. TREADWELL, ESQ., M.R.C.S., L.S.A., MEDICAL OFFICER, HIS MAJESTY'S PRISON, PARKHURST.

WEAK-MINDED CONVICTS.

The collection and accumulation of these cases at this prison is as follows:—

(1.) From the local prisons at the end of the period of separate confinement.

(2.) From the convict prisons as they arise, renovals taking place monthly.

(3.) From the convict and local prisons at any time if there is reason for urgent removal.

(4.) From among the ordinary convict population here.

The following are some of the symptoms presented by the weak-minded, excluding the particular symptoms of early invasion periods of insanity:—

A standard of education much below the average.

An intelligence much below the average, evidenced by slowness of mental operations; inability to appreciate and understand simple questions; lack of interest in surroundings; inability to give a reasonably lucid account of their own history, occupations, etc.; defect of memory; vaccillation of will; inability to show an appreciation of the gravity of the more serious crimes; inability to conform to the ordinary prison rules and consequent frequency of report for misconduct, etc.

Behaviour showing marked defect in the power of reasoning and judgment such as:—

The committal of semi-impulsive acts; assaults, destruction of furniture, clothing, etc., breaking of windows, self-mutilation, and the use of threatening, abusive and obscene language for trivial and quite inadequate causes; extreme obstinacy, idleness and laziness; sullen or defiant moods alternating with periods of cheerfulness and submission; untidy, dirty, or filthy habits; tendencies to threaten suicide or make feigned attempts at suicide.

An appearance of congenital imbecility with vacancy of expression, dull and listless manner, variability of mood, purposeless and meaningless amusement or mirth and exaggerated emotional outbursts; coupled, perhaps with coarseness of features, physical malformations, easily apparent asymmetry, abnormally shaped heads, deformed palates, etc.

The labour performed is as follows:—

All the work of a large market garden.

Road scraping and cleaning.

Sewing, mat making, coir and oakum picking.

The following are briefly the methods adopted in their treatment.

(1.) They are located in a part of the prison set aside for the purpose with officers specially chosen to look after them.

(2.) The ordinary prison rules are somewhat relaxed in their favour.

(3.) They are employed out of doors as much as possible.

(4.) They all receive the higher diet of the convict prison dietary scale.

(5.) During periods of excitement or for misbehaviour, if considered inadvisable to apply the ordinary prison punishments, they are employed in their cells with two periods of associated exercise daily, or are taken into the infirmary until they have quieted down.

(6.) The ordinary prison punishments are modified or abrogated whenever considered desirable.

I am of opinion that a considerable number of convicts not actually classed as weak-minded here are incapable of organising their own occupations, of withstanding the stress of competition and evil influences of criminal associates when free, and necessarily from this cause relapse into crime.

That they are really feeble-minded to a minor degree from deficiency of power of will and judgment, lack of intellectual ability and consequent very low standard of education and present stigmata of early or congenital deficiency; I have calculated that at this prison their proportion would be about 17 per cent. among star class prisoners and 25 per cent. among ordinary class prisoners.

That many of these might be satisfactorily dealt with in labour homes or colonies, and that a much larger proportion would be fit for such treatment than from among the classified weak-minded; that if taken early in their criminal career a fair measure of success as regards reclamation might be expected to result.

I am of opinion that among the convicts classed as weak-minded here, the proportion which could be dealt with outside an institution like a prison is small (see Table III) in consequence of their intractability, lying propensities, criminal habits and tendency to combine and mutiny.

These markedly weak-minded convicts, though not certifiable as insane, constitute a menace to society as evidenced by my Table No. V.* showing the number of times they return again and again after release for fresh crimes.

Even among these graver cases of weakness of mind it is possible that, taken early in their criminal career, they might be dealt with in labour homes or colonies with some success; with the advance of age their criminal instincts become more pronounced and fixed, until eventually little hope of their leading a respectable life seems probable.

As regards offences in prison, a careful consideration of the means we have of dealing with such leads me to the conclusion that the power of prolonging the period of detention by the curtailment of the period of release on licence is the most potent, and that their control over their actions and conduct is healthily stimulated by the desire of earning as much remission as possible; this would seem to indicate that an indeterminate sentence might be useful. There would, however, remain a number of convicts whose degree of weakness of mind was such as to necessitate life-long control if the aim is to be the protection of society from the re-commission of crime.

I consider it of the utmost importance to keep these weak-minded individuals in a high state of physical well-being; the mental state rapidly deteriorates when the bodily health declines.

A source of difficulty in dealing with these weakminded criminals is their susceptibility to suggestion, and the consequent pernicious influence of the cunning, bad criminal over his weaker associates; the presence of one of these agitators will keep a whole party seething with discontent; this would seem to indicate the desirability of obtaining powers for the removal of such individuals from among the general body of inmates of labour homes or colonies.

The above opinions are intended to apply only to the feeble-minded among the criminal classes.

O. F. N. TREADWELL,
Medical Officer.

* *Vide* p. 249.

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TABLE I.

Number of Convicts classified as Weak-minded in Parkhurst Prison on the 31st March of each of the following years.

1902	1903	1904
95	119	111

Daily average population in Convict Prisons.

1902	1903	1904
2572	2669	2885

1. The method of collection of the weak-minded at this prison might be explained.

2. The treatment adopted here and the kind of work performed, under the rules laid down by the Secretary of State, might be described.

3. The character of the offences in prison might be described, and an opinion expressed upon the relative value of the methods employed for dealing with misconduct.

TABLE II.

A classification of 100 *Weak-minded Convicts in Parkhurst Prison.*

A.	B.
Cases of probable congenital deficiency or of defective development during early life.	Cases of probably early partially developed state of insanity or of defect persisting after attack of insanity.
60	40

Forty-six acknowledge alcoholic intemperance.

(*a*) The class from which cases might be chosen to go, after expiration of sentence, to labour homes or colonies with modified supervision. The exceptions would be those whose behaviour is intractable.

(*b*) The class of case, speaking generally, requiring constant supervision and skilled observation in some such place as part of a prison set aside for the purpose.

A few cases of slight early senile dementia might go to Homes or Colonies.

TABLE III.

Suggested appropriate disposal on expiration of sentence.

100 *Weak-minded Convicts of Table II.*

1. Number who ought to remain in some such institution as part of a prison under skilled observation.		2	3
a. Dangerous to others.	*b.* Likely to commit serious crime again.	Number who might be discharged to labour homes or colonies with modified supervision. Probably tractable.	Number who might be discharged to care of relatives or unconditionally with reasonable prospect of their leading an honest life.
47	23	26	4

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TABLE IV.

CRIMINAL CAREER COMMENCED UNDER THE AGE OF 20

100 *Weak-minded Convicts of Table II.*

Initials.	Age 1st conviction.	Age in 1904.	Crime.	Number of previous convictions.	General Character of Previous Crimes.	Probable defect in early life.
H.A.	19	30	Burglary	5	Housebreaking, wounding during burglary	Yes.
G.B.	18	47	Arson	2	Arson	Yes.
G.C.	7	23	Robbery with violence	28	Stealing, drunkenness, etc.	Yes.
H.C.	15	50	Stealing	10	Stealing, housebreaking, rape, etc.	–
S.D.	14	38	Arson	18	Stealing, rape, etc,	Yes.
A.D.	14	34	Stealing	20	Stealing	Yes.
F.E.	19	32	Housebreaking	11	Stealing, housebreaking, etc.	Yes.
J.E.	14	28	Stealing	16	Housebreaking, wounding, stealing	Yes
G.H.	19	23	Receiving stolen goods	1	Stealing	–
J.H.	18	32	Wounding	34	Stealing, housebreaking, etc.	Yes.
W.J.	10	39	Burglary	7	Stealing, attempted murder, burglary	Yes.
W.J.	16	23	Housebreaking	10	Stealing, burglary	Yes.
J.J.	7	38	Counting-house breaking	18	Counting-house breaking, etc.	Yes
I.J.	15	41	Stealing	24	Stealing, robbery with violence	Yes.
J.J.	18	50	Stealing	13	Stealing	–
J.K.	16	54	Attempted murder	18	Stealing, housebreaking, etc.	Yes.
J.L.	13	24	Stealing	12	Stealing	Yes.
W.L.	15	34	Stealing	9	Stealing	Yes.
I.M.	16	23	Shopbreaking	11	Stealing, housebreaking, etc.	Yes.
G.T.M.	17	26	Larceny	10	Stealing, burglary, abduction, and rape	Yes.
C.H.M.	15	20	Killing a horse	2	Stealing, killing a horse	Yes.
J.McG.	15	24	Manslaughter	4	Wilful damage, drunken	Yes.
D.McC.	17	29	Shopbreaking	6	House and shop-breaking	Yes.
G.McI.	12	31	Housebreaking	13	Diverting railway joints, stealing, warehouse-breaking, etc.	Yes.
M.N.	10	27	Robbery with violence	24	Stealing, attempted suicide, assault, etc.	Yes.
G.O.	17	50	Burglary	18	Larceny, burglary, etc.	Yes.
M.P.	10	32	Shopbreaking	8	Stealing, burglary, etc.	–
J. R.	18	20	Manslaughter.	Nil		Yes.
W. R.	17	19	Carnal knowledge of girl under 13.	Nil		Yes.
T. S.	10	32	Stealing.	16	Stealing.	Yes.
W. S.	18	34	Housebreaking.	15	Stealing, burglary.	Yes.
J. T.	15	29	Wilful murder.	17	Stealing, vagrancy.	Yes.
T. T	15	56	Wilful murder.	5	Slaughtering sheep, drunk and disorderly.	—
F. W.	18	37	Wounding with intent.	13	Vagrancy, stealing, burglary, etc.	Yes.
J. W	6	47	Stealing.	15	Stealing, burglary.	—
J. W.	14	62	Stealing.	17	Stealing, housebreaking, base coin, etc.	—
W.T.W	16	44	Stack-firing.	28	Stealing, rogue, etc.	Yes.
				TOTAL 37		

NOTE.—This table is compiled to show the necessity for early detection of cases of weakness of mind with a view to dealing with such at an early period of their criminal career.

TABLE V.

Number of previous convictions, 100 *weak-minded convicts of Table II.*

No previous convictions.	1 previous conviction.	2–4 previous convictions.	5–9 previous convictions.	10–19 previous convictions.	20 or more previous convictions.
26	6	9	20	30	9

TABLE VI.

Number of convicts received for observation as to state of mind compared with the total number of convicts received during the same period at Parkhurst Prison.

For observation as to state of mind.	Total number of prisoners received.	For observation as to state of mind.	Total number of prisoners received.
April 1st, 1903, to March 31st, 1904.	April 1st, 1903, to March 31st, 1904.	April 1st, 1904, to December 31st, 1904.	April 1st, 1904, to December 31st, 1904.
85	242	57	226

TABLE VII.

Condition as to marriage. Average number of children. 100 *weak-minded convicts of Table II.*

Single.	Married. No children.	Married. With children.	Average number of children.
72	13	15	3

I am of opinion that the percentage who marry is small, but that the virility of the weak-minded is up to the average standard.

ADDITIONAL STATEMENT.

CASES OF WEAK-MINDED CONVICTS IN PARKHURST PRISON.

J. S., age thirty-one on conviction in 1903 for stealing.

No family history of insanity, epilepsy, alcohol or crime obtained.

Lost his father and mother when young.

Went to school for four or five years but attended very irregularly and states that at the age of twelve he started work in a foundry.

Education very imperfect. Reading and writing, Standard II, arithmetic, Standard I.

Occupation: Labourer in a foundry, but when work is slack he is always discharged with the first batch, then takes to travelling showman business or to thieving.

Previous convictions:—

1882. Stealing (age about ten years).

1887 to 1902. Eleven convictions for petty thefts, chiefly articles of clothing.

Palate high and narrow; facial expression dull, heavy and unintelligent; memory, poor; all mental faculties seem below the average for his class of life.

Quiet, tractable, cheerful, and works under supervision.

More than likely to continue criminal career unless supervised.

Defect probably dates from childhood or is congenital.

C. M., age seventeen on conviction in 1901 for killing a horse (within three weeks of his release from prison from a former sentence of six months for a similar crime). Severed the jugular vein and mutilated the animal.

Born of humble but honest parents of labourer class.

Lost his father and mother when young and lived with a married sister.

No family history of insanity, epilepsy, alcohol, or crime obtained.

Went to school but could not learn although his brothers and sisters were able to do so, he says.

Education very poor, Standard I.

Occupation, farm labourer, but says he never earned more than 3s. per week.

Previous convictions:—

1889. Stealing a spade (age about fifteen).

1901. Killing a horse and sheep (when apprehended he was creeping up a hedge side on his hands and knees with knife between his teeth towards another horse).

Considered weak-minded at the trial, but the doctors could not say he was insane.

Palate high; facial expression, imbecile; of very low intelligence and poor memory.

Mental processes slow and takes but little interest in anything. Revengeful and shows no signs of remorse.

Quiet, tractable, and works under supervision.

Imbecile from congenital defect, unfit to take care of himself, and dangerous unless under control.

S. R., aged twenty-six, on conviction in 1903 for wilful murder.

Murdered a domestic servant in same employ as himself by cutting her throat. Appears to have been fond of the girl but she took no notice of him.

A maternal uncle said to be in an asylum.

No other history of insanity, epilepsy, alcohol, or crime obtained.

Parents respectable: small farmer class.

Education, Standard IV.

Occupation, farm labourer.

Said to be sober, industrious, honest and respectable.

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No previous convictions.

States that he had fits when about sixteen or seventeen.

Palate high and narrow: facial expression vacant and imbecile; of very low intelligence and poor memory. Mental processes slow and takes but little interest in his surroundings. Shows slight remorse for crime.

Unfit to take care of himself and organise his own living.

Congenital imbecile; requires control.

C. A. H., age thirty-one, on conviction in 1902 for arson.

Set fire to a stack of straw.

Born of respectable parents of mercantile class and the only one of the family to get into trouble.

Education interfered with by a head injury at the age of twelve, but opportunity of being taught afforded at a Grammar School till age of fourteen when he ran away.

Said by a relative to have been strange since the accident, and could never be induced to keep any employment. The situations he tried appear to have been much below his class in life, owing, he says, to imperfect education. Said to have once cut his throat for no better reason than that a bicycle broke down.

No family history of insanity, epilepsy, alcohol, or crime obtained.

Education, Standard IV.

Occupation, labourer.

Previous convictions:—

1899. Setting fire to a stack of hay.

(Also a history of his having set fire to a stack for which his relatives paid damages).

Palate normal; facial expression, imbecile; of low intelligence, and has amused, insane, smile when conversing. Egoistical. Shows no signs of remorse for crimes or trouble he has been to his relatives.

Had an attack of transient mental excitement and insomnia lasting three days during former sentence.

Insubordinate during former sentence, much better behaved during present one.

Impulsive and callous of consequences. More than probable that he will commit similar crimes again if opportunity arises.

Works under supervision, requires control.

Defect dates from childhood or is congenital.

G.C., aged twenty-two on conviction in 1903 for robbery with violence.

Offence committed with aid of two other persons unknown.

A brother and a sister had fits—no other history of insanity, epilepsy, alcohol, or crime obtained.

Parents of labourer class.

Had a good home, but bad companions.

Educated at industrial school.

Education, Standard IV.

Occupation, labourer.

Is a drunkard.

Previous convictions:—

1888, stealing (three strokes birch).
1890, stealing (six strokes birch).
1891, stealing. To industrial school
1897, stealing.
1898, stealing.
1899, stealing.
1899, shopbreaking.
1900, loitering with intent.
1901, on enclosed premises with intent
1901, on enclosed premises with intent.
1901, stealing.
1902, stealing.

And sixteen times summarily, drunk, etc, 1895 to 1902.

Prison conduct insubordinate (foul language, threatening, fighting, etc.)

Palate high and narrow; head asymmetrical, and bears evidence of head injury when a child; facial expression dull and unintelligent.

Moods variable, sometimes emotional and tearful, at other times morose and quarrelsome; of low intelligence and poor memory; little, if any, moral perception of the rights of others.

Suffers from genuine epileptic fits and also feigns them.

Easily led astray and not likely to keep from a career of crime.

Unfit to take care of himself and requires control.

Defect dates from childhood or is congenital.

P. S., aged fifty-five on conviction in 1901 for stealing clothing.

Both parents were drunkards, no other history of insanity, epilepsy, or crime obtained.

Went to school but attended very seldom.

Education poor; reading, Standard II. Writing, Standard I. Arithmetic, 0.

Occupation, labourer (frequent inmate of workhouse).

Previous convictions:—

1890 to 1903 13 for stealing.
1 refractory pauper
1 wilful damage.
1 housebreaking.
1 found on enclosed premises.

And twenty times summarily for vagrancy, frequenting, etc., from 1894 to 1904.

Suffered from fits when young, and says he was in workhouse infirmary for fits at one time.

No fits recorded during penal servitude (since 1900).

Facial expression, imbecile; of poor intelligence, with education of a child; cannot converse upon any current topics.

Takes little interest in anything and is very dull and stupid.

Was very intractable during former penal servitude sentence, but fairly well-behaved during present one, and works under supervision.

Defect probably congenital.

Not likely to abstain from crime.

G. Mc.I., age thirty on conviction in 1903 for housebreaking and stealing.

Father of the labour class, stated to be intemperate.

Mother has been in prison. One brother and two sisters intemperate.

Educated at reformatory school and reached Standard IV.

Occupation, bricklayers' labourer.

Previous convictions:—

1885, diverting railway joints (six strokes birch).
1888, stealing (twelve strokes birch).
" " to Reformatory School.
1893, "
" "
" "
1894, warehousebreaking.
1895, vagrancy.
" stealing.
" housebreaking and stealing.

And three times summarily for wilful damage and assault.

Was classed weak-minded during former penal servitude sentence.

Palate narrow; facial expression imbecile; speech slovenly; of very low intellect, and little or no moral perception; morose, sullen, and intractable disposition.

Abusive and destructive.

Feigned an attempt at suicide.

Defect congenital. Requires supervision.

J.M.G., age twenty-three on conviction in 1903 for manslaughter.

A very brutal murder of a woman by stamping upon her when wearing heavy boots—probably very drunk.

Father said to have been insane, in an asylum. Mother a drunkard.

Education, Standard III., but learning makes him feel queer in his head.

Occupation, fireman.

Previous convictions:—

1895, Drunk.
1898, "
1899, "
1901, wilful damage.

Features, asymmetrical; facial expression of low type of intelligence. Intellect feeble; emotional; gets frightened at night unless he has a light burning.

Memory poor. Very simple and stupid.

Defect congenital and alcoholic.

Incapable of education beyond simple rudiments.

Quiet, tractable, and works under supervision; requires control.

A Comparison of Palate Formations.

Two hundred and fourteen classified as weak-minded examined with regard to the formation of palate:—

		Per cent.
Medium palates	55	25·7
Abnormal palates	159	74·3
	214	

Formation of the abnormal palates:—

High	38
Narrow	43
High and Narrow	46
Shape	32
	159

One hundred and fifty Star Class Prisoners not classified as weak-minded taken as they have been examined (not picked):—

		Per cent.
Medium palates	77	57·3
Abnomal palates	73	48·7
	150	

Formation of abnormal palates:—

High	34
Narrow	8
High and narrow	21
Shape	10
	73

From the anthropometrical records taken by the Dy. medical officers at Parkhurst.

4302. (*Mr. Burden.*) Among the prisoners you have had to deal with would there be many who might be called habitual drunkards?—Feeble-minded from alcoholism? Certainly some.

4303. A good percentage?—I should not like to give the percentage. When they come to us they have already served a term of six months in a local prison and the evidence of alcoholism has to some extent disappeared; but that there are cases I have no doubt whatever.

4304. Do you think many of them would be born feeble-minded and that their drunkenness is merely an evidence of feeble-mindedness?—I should think very likely.

4305. You know nothing of the ins and outs of prison life. They would not come to you; those that go in for a short term?—I have had nothing to do with them for many years.

4306. You would not be able to pass an opinion whether a short term of imprisonment is of any use in dealing with these so-called habitual drunkards?—I should not like to without consideration of the matter.

4307. Are there many persons who get sent to prison for attempting suicide?—Not convicts; a good many make attempts at suicide.

4308. Your work has more to do with convicts?—It has entirely, since the year 1894.

4309. You, I gather from your evidence, think prison is not the right place for dealing with feeble-minded people. You would suggest colonies, or something of that kind?—I should suggest colonies, certainly, for a portion of them.

4310. I think you say 20 or 25 per cent. in one of your tables?—Twenty-six out of a hundred; that is due to the consideration of discipline and management rather than for any other reason. I think probably the whole of these could be better dealt with outside a prison—the whole of the weak-minded, where they were not insane. Those twenty-six who are manageable, who would not be intractable or insubordinate, might behave themselves fairly well in a colony.

4311. The remaining 74 per cent. you think would want a certain amount of stronger discipline?—For that 74 per cent. some annexe of some kind or some place where these people could be dealt with rather more stringently would have to be built. Some would be dangerous to others and some intractable and insubordinate.

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4312. Really then, not more than half should be dealt with in any place other than a prison for that reason?—About half might be managed in a colony without any annexe such as a small lunatic asylum, but supposing you had a colony in which you had something in the nature of a lunatic asylum as an annexe then I think you could manage the whole of the weak-minded there. You would have to have some place where you could treat these intractable and dangerous people. They could not all be allowed to go out to work together, you would have to classify them.

4313. Would you suggest colonies for dealing with the twenty-six or fifty and keep the remainder, as at present, at Parkhurst?—No, I should rather favour the whole of the weak-minded being detained in colonies and in something more like an asylum than a prison.

4314. And colonies for these people I suppose you would suggest should be established under the State?—Under the State.

4315. That hardly comes within the question which has been raised as to whether it should be the State or the local authority; they are at present wholly under the State?—They are under the State at present.

4316. The cost falls wholly on the State?—Yes, of the prison authority.

4317. (*Dr. Dunlop.*) During their sentence only, of course?—Yes.

4318. (*Mr. Burden.*) There would come a time when, if sent under the ordinary prison sentence, they would be discharged? You would suggest that these people should have prolonged sentences, I suppose?—The sentences, to be of any benefit to those that are capable of benefit, should be fairly long. There are a certain proportion of weak-minded people who should never be let out at all.

4319. Would you suggest that that sentence should be a sentence passed by the court, or would you suggest that the ordinary sentence should be passed by the court and then the prison authority or some other authority decide as to whether that person should or should not be treated otherwise?—Both plans might be adopted I think. A certain number would escape the court and come into the prison. There should be some means of dealing with those cases that have escaped the court and are in prison.

4320. So you would give power to some authority to remove a prisoner found to be weak-minded from prison to an institution for weak-minded persons?—To say this prisoner is of weak mind and should be remitted to such and such a colony.

4321. How would you meet the expense of the maintenance of these people? Take the case of a man sent for two years to a prison; at the end of that time he would become due to be discharged, then he would go back to the public. If he became a lunatic outside he would be chargeable to the rates as distinguished from the taxes?—Yes.

4322 If he were detained would you have the expenses of maintenance falling wholly on the Crown, or partly on the local authority and partly on the Crown?—I have not considered the question very carefully, but I think it should fall partly on the local authority and partly on the Crown.

4323. So as to protect the Imperial taxes from being unduly burdened?—Yes, if there were no cost to the rates it is quite possible that the expenses might increase more than if they had some share in the burden.

4324. As to establishments which might be called into existence to deal with ordinary people, people who are not criminals, how would you have them established—by local authorities or by the Crown?—By the Crown.

4325. With part of the expenditure met by the local authority and part by the Crown or wholly by the Crown?—I think it should be partly met by the rates.

4326. You would have them called into existence and also have them maintained wholly by the Crown?—Wholly by the Crown.

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4327. As distinguished from the local authorities?—As distinguished from the local authorities.

4328. You prefer that rather than the local authority calling the establishment into existence and inspection on behalf of the Crown?—Yes, I think there would be a more uniform plan adopted.

4329. (*Dr. Dunlop.*) We can take it that detention, in the case of a large number of these weak-minded people, in county prisons, is proof of a large amount of neglect—lunatics that should be locked up, and are not locked up otherwise?—Yes, that is so.

4330. The number at Parkhurst is increasing, I understand?—It has a tendency to increase a little from year to year.

4331. It was entered in 1904 as 111?—Ninety-five in 1902; 119 in 1903; 111 in 1904. At the end of this year, March, 129. It has fluctuated.

4332. It has not touched 150?—No.

4333. Would you tell us what you do with these cases when they are discharged at the end of their sentences. They become due for discharge before the termination of the sentence—they become due for discharge on licence. A quarter of the sentence can be remitted if the whole of the marks for conduct have been earned?—If the prisoner does not appear likely to be dangerous to the person, or has friends to take care of him, the condition of weak-mindedness being slight, a certificate is furnished to the effect that this man is weak-minded, but that he is capable of earning his living and of working, that he is not likely to commit dangerous crime, —that is dangerous to the person—and that under these circumstances it is not advisable that his licence should be withdrawn. He is then discharged on licence. If it is considered that there are any grounds for believing that a man is insane or in an early stage of insanity or likely to be dangerous, or if it is considered that he is incapable of taking care of himself, that is to say that he is imbecile of marked degreee, then the certificate which is furnished is to that effect, and it is recommended in that that the licence should not be granted. It is considered by the Commissioners of Prisons, forwarded possibly to the Home Secretary, and the licence is usually withdrawn. In that case the prisoner remains with us until the termination of his sentence. If he is not then certifiable as insane he has to be discharged.

4334. There are a good many discharged who are unfit to take care of themselves outside?—There are a good many discharged who, one is perfectly well aware, will commit crime when they get out.

4335. And by reason of mental defect are unable to keep away from crime?—Yes, from 129 cases who were in the prison I have just mentioned at the end of last year there were fourteen who had been classified as weak-minded on former sentences.

4336. Of those discharged on licence have you had many return before the expiry of their licence?—No, I cannot say that I have, but I could not say that without research.

4337. I notice that in the cases you give here they are nearly all congenital ones. You have cases of acquired mental defect coming into Parkhurst Prison, too, have you not? This is the additional statement* that you have put in. You have cases of acquired mental defect —secondary dementia?—Yes.

4338. Their presence suggests that cases which have been discharged from asylums find their way into convict prisons. Can you tell me of any such cases?—Yes, I know of four cases at present.

4339. Who have begun their criminal career after being discharged from an asylum?—I do not know that they have begun it, but they have committed crime after having been in an asylum.

4340. Shortly after? In fact they were discharged from asylums in a condition unable to take care of themselves?—I cannot say so, generally; anyhow they have committed crime after their discharge.

4341. There is a strong presumption that they were discharged in an unfit state—a chronic mental condition and the offence?—Yes.

4342. The treatment at Parkhurst prison for these weak-minded is essentially that of a labour colony?—Yes, to a great extent.

4343. It differs very little in many ways from what a labour colony for these weak-minded offenders should be, no matter under what authority it was?—No, I should say it differs very little.

4344. There is no cruel, harsh prison discipline?—They can be punished with the same punishment as ordinary prisoners. They are not punished very much but some receive prison punishments, where it is thought right and proper.

4345. They are sufficiently well fed?—Yes, I think they are excellently fed. They receive the E. diet of the convict prison dietary scale. That is amply sufficient.

4346. That is rather more than they require—there is a great deal of waste bread?—There may be a little waste bread. It is of the utmost importance to look after their physical well-being.

4347. It is important that they should be properly fed?—Very important.

4348. They are suitably worked out on the land?—Yes, about half are capable of working on the land in a market garden—about 60 out of 120.

4349. Can we take it that those who are at work outside are much better in health and mental condition than those at work inside—it is the most healthy form of work there is for them?—Yes, undoubtedly. They cannot all do work, for administrative reasons. Some are intractable and refractory and dangerous, and they must not be allowed to have tools; the work which is performed by those who are out is that of a market garden, consequently they have to use tools. The sixty or seventy cultivate about 14½ acres.

4350. So that the conduct of this section of the prison is essentially that of a model labour colony?—Yes, I should say it has all the essentials of a model labour colony.

4351. Would you like to give any opinion about what would be necessary for a model labour colony, or may we take that division of Parkhurst prison as a model?—I should think it would almost make a model. The refractory ones are treated either in hospital or in cells. You would have to have some arrangement of that kind in any colony. I should say that practically we have all the requirements of a colony.

4352. When the weak-minded people are segregated, it will be necessary to separate the more dangerous—the more troublesome?—It will be necessary to classify.

4353. Every colony would require some means of separating them?—Certainly; some of them.

4354. You have known these same classes in other convict prisons?—Yes, I have seen these same men at other prisons before I went to Parkhurst.

4355. Is it your opinion that they behave better at Parkhurst, where the discipline is relaxed, or in other prisons?—They behave much better at Parkhurst; they are often difficult to manage in other places.

4356. The severity of the discipline and the conduct of the men are in inverse proportion?—It is not that. In Parkhurst they are not obliged to do the little details of discipline, and they are allowed to talk; there is not that hard and fast line with regard to their conduct which there is in other convict prisons.

4357. In fact it has to be run with brains?—And they are entirely looked after by a staff of officers who do nothing else and are appointed solely for that purpose.

4358. Skilled attendants?—Yes.

4359. (*Mr. Dickinson.*) On page 246 you state "I have calculated that at this prison their proportion would be about 17 per cent. among star-classed prisoners and 25 per cent. among ordinary class prisoners." Does that mean 17 per cent. of the star-class prisoners in Parkhurst prison?—That means 17 per cent. of star-classed prisoners in Parkhurst prison.

4360. Parkhurst prison includes practically all the feeble-minded prisoners in the country?—Yes, practically the feeble-minded convicts of the country on any

* *Vide* p. 249, *ante*.

particular day are represented by those in Parkhurst on that day. They are all brought there, but they are not all necessarily classed as weak-minded when they get to Parkhurst.

4361. I do not quite see the value of these figures, 17 per cent. and 25 per cent.; it would not hold good as a percentage of the whole criminal population ?—No.

4362. You have aggregated all the feeble-minded ?—That refers to men who are not classed as weak-minded. At Parkhurst we have so many men actually classed as weak-minded; for the purpose of discipline, and so on, it is necessary—they cannot be managed otherwise. We will put down those at, say, 120. Then there are the invalids in hospital, leaving a population in the prison itself of about 490. 17 to 25 per cent. of that 490, I consider, are feeble-minded, but the feeble-mindedness is of a slight degree.

4363. You mean prisoners that come into Parkhurst in the ordinary way ?—No; some of those prisoners have been sent there as weak-minded. At the present time there are sixty-two prisoners in our population who have been sent as weak-minded from other prisons, but it has not been considered necessary to classify them as such at our prison, because it is of such a mild degree.

4364. The proportion of all the feeble-minded convicts in Parkhurst prison to all the convicts in prison, is very large ?—It is much bigger than shown. If you are going to take in feeble-mindedness of slight degree my numbers would have to be raised very considerably. I should think it would work out for the whole effective convict population of 2,885 in 1904, at about 5 or 6 per cent. The weak-minded convict population in 1904 would be 5 or 6 per cent. of the total convict population.

4365. Of all the convict prisons ?—Yes; that was 2,885 at the beginning of 1904.

4366. These feeble-minded prisoners at Parkhurst are brought from all prisons ?—Yes.

4367. I suppose they are undergoing all terms of imprisonment, short and long ?—No, they are only convicts sentenced to three years' penal servitude and upwards.

4368. Then all this list on page 248, I take it, are convicts, that is, persons sent to penal servitude ?—Those are all convicts sentenced to three years' penal servitude, or longer.

4369. Take the third case, G. C. We have his history given in these notes. He is a boy who was first convicted when he was seven years old. Between the age of seven years and twenty-three, he has had twenty-eight convictions ?—Yes.

4370. Those convictions being for all kinds of offences —shop-breaking, loitering, stealing, and being drunk ?—Yes.

4371. He is a man, who, I suppose, you would say from your description here, is clearly feeble-minded ?—Yes, there is no doubt about that whatever; he is an epileptic also.

4372. He has never come under your cognisance—the Parkhurst prison authorities' cognisance—until this last offence, for which he has been convicted ?—No, I do not think he has been in penal servitude before.

4373. At any rate, he might not have been, even if he has been. He cannot have been ?—No; he might have had a previous sentence of penal servitude. I do not think this man has.

4374. (*Mr. Byrne.*) He has had a conviction every year ?—I see from the convictions that it is impossible that he could have been in penal servitude before.

4375. (*Mr. Dickinson.*) From the age of seven until now, when he has got this last sentence for robbery, he has been convicted twenty-eight times. On each of those occasions, I suppose, you would say he was not altogether responsible for his actions ?—I daresay he knew they were wrong, but I do not suppose he would entirely appreciate the quality of them.

4376. Do you think there would be any objection, in a case like that, to power being given to the magistrate to deal with him by some special means of detention on an earlier occasion than this last one ?—I think he should have been dealt with at as early an occasion as possible. He was dealt with in 1891, sent to an industrial school. He came out in 1897. He should have been dealt with then, I think. He should have been dealt with on his trial.

4377. If this boy could have been shut up somewhere or another soon after the age of seven he would have saved the expenditure of the country upon him in prison ?—Yes.

4378. I see that is the case with many of these cases you name here. They seem to have an enormous number of previous convictions ?—Yes, these cases are taken as typical of weak-mindedness; not of insanity or marked imbecility, but simply weak-mindedness.

4379. Still, in all these cases, in all probability it would have been expedient that the people should have been interned at an early age in some way or another ?—They should have been dealt with on the first possible opportunity.

4380. (*Mr. Byrne.*) With regard to the young man G. C., of whom you have been speaking, who was at an industrial school, the Inspector of Industrial Schools recommended in his evidence before us, when telling us about the feeble-minded children who appear in those schools and the reformatory schools, that it would be a good thing that a person recognised to be feeble-minded and unfit for free life should be brought by the authority of the school at the end of his term of detention before a doctor and a magistrate with a view to his committal to some appropriate institution. Would you agree with that ?—I should.

4381. As regards your Table IV*, which is very interesting and almost appalling, I would like you to draw a moral for us. There you have thirty-seven feeble-minded convicts who began their life of crime at the average age of fourteen and a half, who among them have up to the present day committed 515 crimes of the most serious sort: burglary, outrages on women, and young children, manslaughter really amounting to murder, serious damage to property, and so on. Their average age is nearly thirty-five, so they have many years to come in which they will continue to do these things and unless some great change of the law is made they will go in and out of Parkhurst several times during the rest of their lives. Does that seem a reasonable way of dealing with such people ?—No, some means ought to be taken of dealing with such cases.

4382. Do you consider the evil is one of very great magnitude ?—I think it is of the very greatest magnitude.

4383. Requiring immediate attention ?—Yes.

4384. The giving by judges of long sentences in these cases or of indeterminate sentences would be one way of dealing with it ?—Yes.

4385. You have recommended that cour e where the sentence is for a definite period and the prison authorities are satisfied the man is absolutey unfit for discharge, for instance, the boy G. C. we were speaking of, he is in for a long sentence, I suppose—"robbery with violence" ?—Three years' penal servitude, I expect.

4386. He will be quite young when he goes out. You would probably have no difficulty, would you, in convincing a magistrate or a judge who had listened to his history and to your detailed description as given in this paper, supplemented by further particulars, that it would be in the interest of society and of the boy himself that he should be kept for ever out of mischief ?—There should be no difficulty in it.

4387. Therefore you would like to see that system introduced ?—I would like to see that system introduced, that the prisoner, when the expiration of his sentence comes about, should be sent by some authority to this weak-minded colony.

4388. Do you think the country would find it satisfactory for a medical officer and a director of a convict prison to do that, or do you think it should go before another court ?—I think they would find it satisfactory. I presume after he arrived there he would be inspected and some method would be adopted of ascertaining from time to time what his condition was.

4389. And some power in the Home Secretary to discharge him ?—Yes.

4390. In pursuance of what Dr. Dunlop was asking about the essentials of a labour colony, which you said

* *Vide* p. 248.

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in all important respects Parkhurst was?—Yes, that portion which is devoted to the weak-minded is practically so.

4391. I presume it differs in this way: that you are not able to extract the maximum industrial value of the inmates?—I do not suppose we are, quite.

4392. Suppose you had an absolutely free hand about that, you could make them contribute more towards their own support, could you not?—Only about 50 per cent. would contribute to any great extent towards the support of the institution.

4393. About 50 per cent. would contribute a substantial amount—something like half the labour of a free man would it be, or more?—Less, I think; about one-third. The hours of labour are restricted in a colony; you cannot be out so long, you have your staff to think of, half of your staff have to be away to dinner, you cannot get out too early in the morning, and you cannot come back too late at night. The hours of labour would be restricted somewhat as they are in prisons.

4394. The possibility of some wishing to escape would restrict the work?—Yes, that would restrict the number of those who are capable of being employed in a remunerative way.

4395. I will not say, supposing there were such feeble-minded colonies, because there is one at Parkhurst, but supposing there were other colonies for feeble-minded, you have a considerable number who might, although prisoners, be discharged to such a colony under licence, have you not?—Yes.

4396. It would be, industrially, rather desirable to send them to those colonies, because there they could earn more?—Yes.

4397. I presume the twenty-six who might be discharged to labour colonies with modified supervision are probably the most tractable, and probably the most efficient in labour?—Yes, the twenty-six are all engaged on market garden labour.

4398. They could all do a good deal in maintaining themselves?—Yes, they work very hard, indeed—work very well.

4399. Vagrants and other people who might be in this colony—how soon do you think they might get, under good management, working economically, to maintaining themselves and the administrative staff?—I could not say, I have not thought that out.

4400. Is there published any accurate estimate of the proportion of their cost which the Parkhurst convicts now meet, or convict labour in general?—Yes, the reports of the Commissioners publish the cost of maintenance.

4401. It is very small, is it not?—It is very small. I should think it would be a little bit higher than that, probably a third higher or half as much again.

4402. Under the best circumstances half as much again?—I think it would be.

4403. Are any of the other convict prisons the sort of places which you would call a labour colony?—For the weak-minded?

4404. No, for people in general. I am still on the question of cost. There is a great deal of work done at Portland prison?—Everybody works at Portland with the exception of a few people who are inmates of the hospital.

4405. But invalids are sent away?—Permanent invalids and all the weak-minded.

4406. And even there there is not much profit put down as having been made by the labour?—No.

4407. As long as you have a necessity for strict supervision you would not expect to get much out of the labour?—I should not expect much because you would have these refractory, intractable, and partially insubordinate class to deal with; you cannot get much work out of them. The refractory and dangerous ones you dare not employ with tools, therefore they become more like the class of inmate they have at Broadmoor; they contribute nothing to the cost of maintenance. Then the partially insubordinate class can do a little; not much. The well-behaved class do a great deal; they do the whole of the market garden work, or any industrial work that you have, and could be taught trades, no doubt. I make mine into four classes. You could have a special class.

4408. Who might be set free?—A special class who before being set free would do the work of the institution; they might be engaged in the cook-house and the bake-house—the more responsible work of the institution.

4409. If the non-criminal, or only occasionally criminal, feeble-minded people were detained in colonies, they would be like your column No 2, like the twenty-six—like the best of yours?—Yes, they would; those without the criminal instincts. You are talking now of the pauper class who are weak-minded, but do not come to prison.

4410. Or who occasionally come to prison?—I thought you meant those who never come to prison. These weak-minded convicts have distinct criminal instincts—their instincts are criminal.

4411. Do you think in every case it is a matter of instinct; do you not think it is a matter of accident?—I think it is a matter of accident perhaps at first but I am talking of adults, and I say now their instincts are criminal.

4412. As regards the people, on page 248 are there many of them whom you would describe as moral imbeciles, or approaching moral imbecility. Are they mostly feeble-minded, or wicked persons, knowingly wicked?—Their moral weakness is perhaps most apparent. I think a very careful examination of them generally reveals some intellectual defect. We usually find in these cases some intellectual defect if you look close enough for it. Their moral weakness is most apparent.

4413. What is the relation of the Additional Statement* to Table IV.? I see one or two of them are the same, according to the initials, while the others do not seem to be?—The printed one is the original table, the other is a supplementary table of cases of weak-minded that I sent in afterwards.

4414. One or two of these sent in afterwards are the same as in the other table, some are not?—These are simply taken as typical cases of weakness of mind, not showing any symptoms of insanity, not certifiable, simply what I believe to be typical weak-minded cases.

4415. (*Chairman.*) I am not quite clear in my own mind as to the meaning which you attach to "weak-minded"? I understand what you call a "weak-minded" prisoner is one who is not fit for ordinary prison discipline, is that so?—That is so.

4416. He is feeble-minded and unfit for ordinary prison discipline.?—That is so.

4417. Those cases are all sent to Parkhurst?—Those cases are all sent to Parkhurst.

4418. There may be cases of feeble-minded which are yet quite proper for ordinary prison discipline?—That is what I tried to answer in my explanation of this table with regard to the proportion in 1904. In Table 1.† there are 111 shown as weak-minded. Those are actual cases of weakness of mind which at Parkhurst are considered unfit for the ordinary prison discipline of Parkhurst; to that should be added a certain number of cases of which I reckon about 17 per cent. of stars and 25 per cent. of ordinary class prisoners, who are not so feeble-minded or weak-minded that they cannot perform the labour and so on at Parkhurst prison, but at the same time are really feeble-minded people who should be taken care of, looked after, and sent to these Homes. I went on to say that at present there are sixty-two in the ordinary prison population at the prison who have been sent there from other prisons as unfit for the discipline of those other prisons, but we have not considered it necessary to classify them as weak-minded, because they are fit for the discipline of our prison at Parkhurst, therefore they come into the ordinary prison population.

4419. They are nevertheless weak-minded?—They are nevertheless weak-minded.

4420. Is it possible that in the other convict prisons there are still some convicts who are really feeble-minded in a slight degree, but who are kept there?—I should say without doubt.

* *Vide* p. 249.
† *Vide* p. 247.

4421. So that the number which we get actually from you, and I suppose actually in the Reports of the Commissioners of prisons as to the numbers of weak-minded do not really include all the feeble-minded who are likely to be in convict prisons ?—No, they do not.

4422. How should we get those figures ?—It is a matter of personal equation; what I might call feeble-minded another man might not. It is most difficult to arrive at exactly.

4423. If there were a definition of feeble-minded—a very wide definition—I suppose the doctors in charge of the convict prisons, working on that definition, could give us some figures ?—I think it would be possible to draw out some regulations and a definition which would meet the case, and would get a certain amount of exactness and uniformity of result.

4424. Do you not think it would be worth while finding out how many even slightly feeble-minded there were in convict prisons with a view to their being dealt with otherwise ?—I think it would be a good plan.

4425. And not merely to class as weak-minded those who are sometimes dangerous and sometimes very deficient in intellect ?—Yes; those that are classed are all deficient in intellect.

4426. They are very much more deficient than what I should call an ordinary feeble-minded person ?—That is so.

4427. Is there anything further you wish to add ?—No. I have a statement here of the crimes committed by those 100 people. I do not know whether you would like to have it put in. *

4428. (*Mr. Dickinson.*) I understand no inmate of Parkhurst is certifiable ?—Yes, we have lunatics there.

4429. None of those of whom you have been speaking ?—Of this Table, yes; some of these are certifiable.

4430. (*Chairman.*) The weak-minded ?—Some of the weak-minded. I do not say they are certifiable now; but they are cases of potential insanity.

4431. (*Mr. Dickinson.*) They have not been certified ?—No, I mean to say they are not all simple cases of weak-mindedness; they are cases of partial insanity. I think I explained that.

4432. But still they have not been certified ?—No.

4433. If they had been in the ordinary common parlance "lunatic," they would have been sent to Broadmoor, or somewhere else ?—If they were certified lunatic, they would remain with us, but would go to the lunatic wing. We have a lunatic wing. But there are cases of early insanity. In Table II.†, I say, "Cases of probably early partially developed state of insanity, or of defect persisting after attack of insanity," forty out of 100. Those are cases of potential insanity.

4434. But not sufficiently potential for you to certify them now ?—No, the early stage of insanity, as we see it in prisons, is a very very long one—sometimes for years showing fleeting hallucinations.

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4435. (*Dr. Dunlop.*) On the day of discharge when the care and treatment of Parkhurst is at an end, when they are turned loose in the world, they require care and treatment ?—Yes, and they would be certified. There are a certain number who will be certified before discharge.

4436. There are many of them who are quite insane, and unfit to leave, but who do not require certification, because they are well dealt with where they are ?—Yes, they are better dealt with where they are than if they were certified, many of them. Many of them could be certified if it were considered necessary; it is not stretched too tight.

4437. (*Mr. Dickinson.*) Would you certify them, and turn them out loose again ?—If they are certified, they are not turned out, except to a county asylum.

4438. You said just now that several prisoners on discharge, would be immediately certifiable ?—No, before discharge.

4439. (*Dr. Dunlop.*) The necessity for certifying would come in at the time of discharge. At present they are being efficiently cared for ?—Yes.

4440. If they were merely put at the back of the prison door, they would not be sufficiently cared for, and therefore they require a certificate ?—Four months before the date of license the question arises whether the person is likely to be fit to be discharged on license. If it is a case of early insanity, that is taken as necessitating his loss of a license, and his remaining to the end of his sentence. If he appears to be better where he is, amongst the weak-minded, he is not necessarily certified immediately, but before the expiration of his sentence he is certified, and removed to the lunatic wing, so that on the expiration of his sentence he can be removed to the asylum of his county or borough. No case of actual insanity is ever allowed to go out of prison uncertified. The cases which are allowed to go out, both on license, and at the expiration of a sentence, are those who are weak-minded, not insane—weak-minded, not dangerous, but a menace to society when they get out as regards the committal of petty crimes.

4441. (*Dr. Donkin.*) I should like to say, in case there may be any misunderstanding on this point that the lunatic wing in Parkhurst of which Dr. Treadwell speaks is now occupied, and will be for some little time occupied, by convicts who are certified as insane during their sentence, because there is not room for them at Broadmoor. I should like this to be clearly understood.

4442. (*Mr. Byrne.*) Would you tell us how many of your weak-minded convicts are even in a slight degree epileptic, roughly speaking ?—There are six weak-minded epileptics in the prison out of twenty. We have twenty epileptics at present, of which six are weak-minded, and one is insane.

4443. But how many show nervous and muscular involuntary movements to any marked degree ?—Only the insane one, I think.

* *Vide* p. 248 (Table IV.).
† *Vide* p. 247.

J. H. Parker Wilson, Esq., F.R.C.S., called; and Examined.

4444. (*The Chairman.*) You are medical officer of Pentonville Prison. Would you tell us how long you have been medical officer ?—I have been thirty-five years in the prison service.

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4445. You have had very wide experience ?—Yes.

4446. You have been so good as to put in a statement of your evidence. Are you willing we should put it on our notes ?—Yes.

Abstract of Evidence to be offered by J. H. Parker Wilson, Esq., F.R.C.S., H.M. Prison, Pentonville.

The only matters upon which I might venture to offer any evidence are in connection with the feeble-minded amongst the criminal classes.

My experience extends to thirty-five years, during which time I have had intimate relationship with all branches of the prison service, more especially with the lunatics and weak-minded who were treated in my early career at Millbank Prison, where I served four years, from 1869-72, and afterwards at Woking Invalid Prison for six years. During the last eight years I have been at Pentonville Prison, which receives prisoners from all the Metropolitan police courts north of the Thames. The daily average number of receptions this year being sixty-one.

On an average about 100 prisoners a year are so far mentally affected as to be quite unfit for prison discipline They are the very extreme cases, and mostly drift to asylums. Then over and above these there is a considerable proportion—not less than 20 per cent. of the whole—who show signs of mental inefficiency. This ratio would be very much larger if we limited our views to the really criminal and parasitic (tramp) classes, and left out of account the large contingent of cases of casual

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drunkenness in skilled and intelligent artizans who are not to be regarded as criminals in any proper sense of the word.

At the request of Dr. Donkin, I am taking special note of the mental level of the prisoners during the present month and I find up to the present that the proportion of feeble-minded amongst these cases works out at present at 18 per cent., which approximates very closely to the general estimate given above.

Of course in gauging mental capacity after this rough fashion, and still more in assigning supposed deficiencies to a congenital inferiority of organisation, one is giving merely an arbitrary judgment.

A more assured opinion can be offered when instead of the adult we consider the juvenile criminal in whom it is easier to distinguish between the effects of bad surroundings and the result of congenital defects.

On referring to my notes, I find that from October 1st, 1903, to September 30th, 1904, there were admitted to our prison 389 juvenile offenders, of whom 26 could neither read nor write, 328 only averaged the second standard, while only 35 were able to read and write well.

This very low standard speaks for itself, and I think I may safely assign 40 per cent. to be feeble-minded.

The feeble-minded adult, who is generally an off-shoot from the defective juvenile, becomes in nearly all cases the habitual criminal, and I shall be able to give a list of criminal families whom I have known to have started their career as boy criminals.

The evidence which I propose to give relates more especially to the criminal classes, commencing from the time when they start their criminal career as juveniles.

Large numbers of these boys pass through here annually and from circumstances of their bringing up and surroundings make up a large percentage of the feeble-minded. From a rough estimate taken of those who passed through here during one twelvemonth, and as the result of a consultation with our chaplain and schoolmasters we came to the conclusion that at least 40 per cent. were feeble-minded. The circumstances which send them to prison and the wisdom of sending them through police courts, and to establishments of this kind are well worthy of consideration, as a large number of them drift into the ranks of the habitual criminal, a result which might be avoided if some steps were taken in the beginning of their criminal career.

As illustrative of how these cases are apt to drift, and how whole families of them go to form the criminal population, I will quote one of many instances. A lad who does not now look more than fourteen years old has already served three terms of imprisonment at Pentonville prison, his father has been here twice, and his mother has been sentenced as a drunkard. Of his brothers, one has done two years at Maidstone, another one year at Wormwood Scrubbs, and the third is in a reformatory. The girls (his sisters) are mere children.

The difficulty of benefiting this class of boy was particularly demonstrated in this case. I brought him specially to the notice of the chaplain, and he procured work for him on discharge which would have enabled him to earn 10s. a week, but the parents intervened and would not allow him to go, as it took him from home.

These feeble-minded juveniles on reaching adult ages usually develop into habitual criminals. I have made this a subject of special study, and am acquainted with whole families of professional criminals, various members of which I have known as juveniles, and who were undoubtedly of very feeble mental calibre when they commenced their downward career.

This family tree which I submit for your examination is a good example of what I refer to.

I also enclose six cases of weak-minded criminals and vagrants as illustrative of the different mental deterioration from which they may suffer.

In fact there is a considerable proportion of prisoners who show signs of mental inefficiency. I have taken special note of this point for some months, and I find that the ratio of these feeble-minded to the total number of prisoners received works out at about 18 per cent.

Specimen Cases of Weak-minded Criminals and Vagrants.

I.—J. B.; aged 20. First offender, begging. Imbecile paresis of right side and athetoid movements of hand and foot; speech defective. Symptoms date from attack of scarlatina when five years old. Lives with parents; has never done any work; no idea what he will do after parents' death. Never taught anything except reading and writing, and has naturally made little progress in either.

No Criminal Tendency—Driven into Criminal Class.

II.—A. N.; aged 24. First offender, loitering. Of very limited intelligence; "never could learn things" Presents numerous stigmata of vitiated growth—deformed ears, asymmetrical face, etc. Knows nothing of his family; used to be in workhouse; on leaving it did odd jobs in the Upton Park district, and managed to build up a little clientéle, doing wood-chopping, step-cleaning, etc., and so managed to get enough to keep him in food and pay his bed in a doss house. On present occasion had not sufficient for latter purpose, and was passing night in streets when arrested. Shows no criminal tendencies and is keenly sensitive to the disgrace of imprisonment, which he fears will tell against him with his patrons.

III.—G. G.; aged 21. Habitual offender, begging, larceny, drink. Nothing of note detected in family history. As a child was dull and idle; could not learn at school and was ill-treated by masters and boys. Since school days has occasionally done odd labouring work, and has developed some aptitude for simple carpentry. Does a little thieving, and has ambitions in that direction; declares boastfully that he is "more knave than fool." Could have been developed by training into a working unit.

IV.—J. R.; aged 39. Habitual offender—begging, refusing workhouse task, incorrigible rogue, petty larceny. Third of four children of a drunken mother, who died of chronic alcoholic insanity in Banstead Asylum; of the other children, the eldest is normal, the second and fourth are in Earlswood. Prisoner was reputed "soft" at school, and was never able to learn. At twelve years of age was sent to industrial school after silly attempt to rob a jeweller's shop. Much of his life since has been passed in prisons and casual wards; he has occasionally had some trivial successes as a thief. Mental condition has deteriorated since an episodic attack of insanity three years ago (Caterham).

W. M. starting with criminal intent and culminating in an attack of insanity which leaves him still more inefficient.

V.—J. J.; aged 27. Habitual offender—begging. Son of a clergyman; insane heredity. Received a moderate degree of instruction, of which he has retained very little. Found work as a draper's assistant, but was dismissed for irregular habits, and lapsed into the vagrant class with occasional attempts at petty larceny. Low level of intelligence; incapacity for continued effort; asymmetrical face and deformed ears; irregular facial innervation. Has episodic attacks of sexual hypochondria.

VI.—J. N.; aged 28. Habitual offender—begging and petty theft. Dull and idle at school; with much difficulty learned to read and write after a fashion, but has now forgotten. Ran away from home, and was sent to training ship. On discharge did a little casual work, and made some feeble attempts at thieving, Latterly has followed simple vagrant life. A few years back had an episodic attack of acute insanity (Leavesden Asylum).

A CRIMINAL FAMILY.

A particularly interesting case of a family of criminal defectives is shown in the accompanying genealogical tree. (*vide page* 258, *post.*). This B—— family I have been able to trace through four generations.

The original stock which first attracted my notice were:—F. B., who commenced his criminal career in 1891; W. B., whose first conviction was in 1893; and a third brother, A. B., convicted in 1895. All these were on the verge of the juvenile age at the dates of their first con-

victions, and were distinctly below the average level intellectually and morally. On making further inquiries I discovered a sister, L. B., first convicted in 1894.

This family I traced back to the grandfather, T. B. a travelling photographer, who was convicted several times for petty thefts and died in prison. He had two sons, A. B., who is a habitual criminal of some years' standing, and J. B., who died some twelve years ago, and of whom there is no exact information, except that he married a woman of the lowest class, known to the police to be an associate of thieves and to have lived for years on the dishonesty of her children. Her second husband, T. F., is an habitual criminal. By her marriage with J. B., this woman had three sons and one daughter already referred to as the criminal from whose history I started.

Going back to that generation, we find that F. B. married M. C. who is an habitual criminal, as is also her brother J. C. This woman, Mrs. F. B. (or M. C.), has five children, all of them said to be delicate, and mostly born in prison. They practically live in the workhouse, where they are at present, as F. B. is doing five years and the mother is living in the country with another man. *J. H. Parker Wilson Esq., F.R.C.S.* 10 April 1905.

The sister L. B., an habitual criminal, who has recently been sentenced to three years' penal servitude, married H. W. also an habitual criminal, last sentenced to two years' hard labour at Cardiff.

Of the other two brothers, W. B. is now serving ten years' penal servitude, and A. B. has just been released from Pentonville.

ADDENDUM (May 26th, 1905).

The number of prisoners received here during the past twelve months—I mean those who actually passed through my hands to be classed for labour—was 18,375; of these approximately 5,615 received sentences for drunkenness, as shown in detail herewith :—

2	days	12 cases.
3	„	548 „
4	„	164 „
5	„	1,762 „
6	„	84 „
7	„	1,629 „
10	„	170 „
14	„	567 „
21	„	81 „
1	month	519 „
6	weeks	12 „
3	months	40 „
4	„	5 „
6	„	15 „
7	„	5 „
9	„	1 „
12	„	1 „
	Total	5,615

Carefully going through this list, I find that there are about eighty of the number that I can recollect individually as being inebriates in the sense that I apply that term—that is, those who are mental alcoholics, as distinguished from the convivial drunkard who may be locked up for this offence many times during the year, but who only drinks because it is a pledge of conviviality, and who would not go out of the way to take a stimulant unless under pressure from a boon companion.

The "mental alcoholic" is either hereditary or acquired, and are those who, I think, ought to be treated under the strictest surveillance, with the power of readmitting them for treatment immediately any indication of recurrence appears.

The question of suicide was referred to, and my reply meant that they were not sent here as "attempts at suicide"; but on going into the history of these cases it is very frequently found that they have made one or more attempts. either by drowning, cut throat or hanging.

J. H. Parker Wilson, Esq. F.R.C.S.

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4447. (*Mr. Dickinson.*) In your third paragraph you say on an average about 100 prisoners a year are so far mentally affected as to be quite unfit for prison discipline. That is 100 prisoners upon what number of prisoners ?—Our daily average number is about 1,100; our numbers this year have been about 18,375.

4448. Of that 1,100 who are in the prisons 100 are feeble-minded ?—No, not at one time.

4449. It is not 100 upon the admissions ?—Yes, on the admissions.

4450. At any one time in your prison there are 100 ?—No.

4451. Do you not pass on your feeble-minded prisoners to Parkhurst ?—No, ours is a local prison, we have nothing to do with convicts; we take short sentences from three days up to two years.

4452. Then your 18 per cent. which is in your next table is 18 per cent. on what ?—On the whole population.

4453. That is the 100 out of the 1,100 ?—No, the whole population for a year.

4454. That means admissions ?—Yes.

4455. With regard to the figures in the second paragraph of the second column, you come to the conclusion that at least 40 per cent. are feeble-minded ?—That is taking the juveniles.

4456. I do not quite follow that. 40 per cent. of what number—of the boys ?—Yes, our boys this year have been over 500.

4457. Of that number 40 per cent. or about 200, are feeble-minded ?—Yes, quite.

4458. Are those boys who come for short sentences ?—Yes, all of them, quite short sentences.

4459. Have you any means of protecting them after they leave the prison ?—No, I have not any; they are handed over to missionaries or whoever may take the philanthropic charge of these cases. All juveniles pass through the missionaries, or rather, the Discharged Prisoners Aid Society.

4460. Suppose a boy comes to you and you find out that he is distinctly feeble-minded; he is in prison for a month, say; at the end of that month he goes out; is any intimation given to anybody that that boy is defective in intellect ?—No.

4461. At the next conviction there is no evidence brought before the magistrate ?—Not in the case of the juveniles.

4462. In whose case would it be ?—In the case of the adults.

4463. In what way is that done ?—I have a form by means of which I communicate to the police that this man is feeble-minded, or epileptic, or whatever it is.

4464. What use is made of that ?—I do not know.

4465. The police have the information ?—Yes, it goes to the magistrate.

4466. In every case ?—Yes.

4467. Why does it not in regard to children ?—They are handed over to their parents. All the juveniles who come in are handed directly over to their parents. They are not discharged with the ordinary prisoners. The ordinary prisoners leave the prison at half-past eight or nine, but all the juveniles are kept back till half-past ten or eleven until the fathers come and claim them. *J. H. Parker Wilson, Esq., F.R.C.S.* 10 April 1905

4468. I do not see why the police should not be communicated with ?—That is the reason why I have never done it, because they are handed over to their own parents who ought to be the proper people to look after them.

4469. The ordinary adult people you look upon as being looked after by the police ?—I take it that if you hand a boy directly to his parents, they are the people responsible; therefore, it is not for me to interfere with them.

4470. I suppose you have these boys coming over and over again ?—Yes: the number of juvenile prisoners admitted last year up to 31st March was 513. The previous convictions were as follows: seventy-two with one previous conviction; sixteen with two previous convictions; eight with three previous convictions; five with four previous convictions; one with five previous convictions; one with six previous convictions, and one with nine previous convictions.

4471. What is the greatest age of those ?—Take them at sixteen; that is the age which we call a juvenile, but I go a stage further than that myself. I take it as a question of development; I mean to say if a boy is not developed up to puberty, I take him as a juvenile. Some boys may be eighteen and not developed up to fifteen or sixteen.

4472. With all these boys, although they have been punished half a dozen times, the magistrate has no information about them when he convicts them a second time ?—Not to my knowledge.

4473. Would there be any difficulty in the police having that information ?—No, not in the least; that is the only reason why it is not done, because they are handed over to their parents direct, who, I take it, ought to be responsible for them.

4474. In your prison is any difference made in the treatment of these feeble-minded ?—Yes.

4475. What difference ?—We keep them under our own immediate supervision. I have a separate place provided for them—a separate wing.

4476. Do you give them special work ?—Yes.

4477. And in the same way as we have just heard they do at Parkhurst ?—Yes, I protect them as much as I can. There is another point; that is, the question of the education of these 513 boys. It goes greatly towards the mental capacity. The schoolmaster makes 506 boys instead of 513. That is due to the fact that the other seven boys did not pass through his hands. Twenty-four of these can neither read nor write. Three hundred and fifty-one had only reached the fourth standard. A hundred and thirty-one had reached between the fifth and seventh standards, and none of them had reached the ex-seventh.

JUVENILES.

STANDARD OF EDUCATION.

Handed in by Mr. Parker Wilson, April 10th, 1905.

1ST APRIL, 1904, TO 31ST MARCH, 1905.

Illiterates.	Standard I.	Standard II.	Standard III.	Standard IV.	Standard V.	Standard VI.	Standard VII.	Standard ex-VII.
24	17	64	127	143	94	25	12	0

DEGREE OF EDUCATION.

Neither read nor write.	Read and write imperfectly.	Read and write well.	Superior.
24	351	131	0

TOTAL - 506

J. H. Parker Wilson, Esq., F.R.C.S.

10 April 1905.

4478. Can you tell us whether those who had had so little education were treated amongst the feeble-minded? I am not sure. I cannot specify them; there is so much passes through my hands I cannot possibly put everything down.

4479. Does your schoolmaster try and give them special education?—Yes, there is a special school every day.

4480. There is a special school for these boys?—For the 500.

4481. I mean the feeble-minded ones?—They all school together.

4482. There is no time to educate the feeble-minded in a special school?—No, the boys are treated differently to the ordinary prisoners; they are set apart, and they have physical drill and special treatment.

4483. If there are 200 of the 500 who are feeble-minded they would get very little profit from the education?—That lies with the schoolmaster.

4484. You do not treat them differently?—The juveniles are treated altogether differently from the adults. If a boy is so feeble-minded that he would come under me, I should put him in an hospital, but I like to keep them together as much as I can, because I think the effect of the teaching from the schoolmaster, and the effect of the chaplain, does so much more good and separates them; it is better than mixing with the ordinary prisoners.

4485. Although you differentiate feeble-minded adults from the ordinary adults, you do not attempt to differentiate feeble-minded children?—I do not classify them, I think they are better as they are. The adult is a very different thing, he gets into prison discipline, and is under different management, and different treatment.

4486. (*Dr. Donkin.*) Do you wish to add anything to this interesting diagram. It is very significant—this tree* ?—What I wanted to point out is the ultimate condition of the children. The result of the marriage of F. B. and M. C. is that there are five children, who are all drifting into the workhouse, and must undoubtedly rank amongst the feeble-minded. The whole of this family do really come under the feeble-minded class—the four brothers.

4487. (*Mr. Dickinson.*) All habitual criminals?—All but one—the youngest A.B.

4488. You do not say he is feeble-minded?—No; he is in my report.

4489. (*Dr. Donkin.*) I know that it is impossible, although your experience is so large, to have it tabulated, but have you any opinion as to whether the feeble-mindedness, as such, is often directly inherited?—Undoubtedly. I was going to say in every case I have seen it is hereditary as far as I have been able to trace.

4490. You have taken much interest in this matter?—Yes.

4491. In a great many cases you have been able to trace it?—Yes.

4492. (*Mr. Byrne.*) About the boys of whom you were speaking, you have them for a very short time?—We very seldom keep a boy for over six months.

4493. Very seldom indeed? Generally for short terms like three days?—Yes, I have all their sentences here if you would like to see them.

4494. It will be quite sufficient in general terms. In general you do not have the boys long enough to start any system of education. It would be quite out of place when the boys are in and out?—Yes, there are seventeen boys sentenced to a month, twenty to six weeks, one to eight months, twenty-seven to two months, fifty to three months, three to four months, one to seven months.

4495. That is including boys up to sixteen?—These are juveniles I am speaking of.

4496. Juveniles up to sixteen?—Yes.

4497. You report their reception to the Home Office?—Yes.

4498. Up to what age?—Nominally sixteen we call juveniles.

4499. As regards the drunkards who come into Pentonville, I suppose you have the habitual drunkard?—Yes.

4500. And very many feeble-minded amongst the habitual drunkards?—Yes, a great number.

4501. Have you formulated the proportion?—No, in one year we made out a number of drunkards, and we found that out of the population of 13,000, one-third were convicted of drunkenness.

4502. Out of the prison population?—No, out of that year. We received 13,000 prisoners, and over 4,000 were sentenced for drunkenness.

4503. Has the working of the Inebriate Acts made any marked difference in your receptions?—No, not yet.

4504. Not even of habitual drunkards?—No.

4505. There are just as many habitual drunkards coming to you now?—I believe there are more.

4506. I mean feeble-minded habitua. drunkards?—I have had several of them back as soon as they were discharged; it is a very difficult social problem to work out.

4507. What do you think of the system of the Inebriates Acts, do you think it is a good system?—I think it is a very good system if it is carried out thoroughly, but it has to be carried out to such an enormous extent. There is no limit to when a man will break down. You may sentence him to three years, and the very day he gets out he gets drunk again. I can give you at the present time two or three of them.

4508. Still, I presume, notwithstanding the cases of ill-success you think prolonged treatment is the way to deal with it?—Yes.

4509. In the case of those who are obviously feeble-minded, would you go so far as to recommend their practically permanent detention?—Yes.

4510. And that they should be made to earn their own living as much as possible and be kept out of mischief and from being a nuisance and expense to society?—Yes.

4511. You speak of the casual drunkenness of skilled and intelligent artisans. I suppose that refers to a weekly or fortnightly bout of an otherwise sensible hard-working man?—Yes.

4512. That has nothing to do with the habitual drunkenness?—No.

4513. Or with feeble-mindedness either?—No.

4514. Do you think a man ought to be punished severely for making himself a burden to the community by having a bout once a week or once a fortnight?—No. I think the habitual drunkard is the one we ought to deal with.

4515. Not the one who does it six or seven times a year?—No.

4516. You think a small fine or punishment is sufficient?—I do. It makes no difference to the State. If you come to an assault, it makes a difference. You are speaking of the ordinary "drunk" who does not commit an assault.

4517. You do not get many ordinary "drunks," it is always "drunk and disorderly"?—We get lots of ordinary "drunks."

4518. Does the Act of 1902 make much difference?—No; it did for a time, for the first month or six weeks, when all these "drunks" did not quite know what was going to happen to them. It was astonishing what a reform took place. It is an absolute fact. Then they began to feel their way and they gradually crept on until they found that the Black List was not worth anything.

4519. You think there will not be much chance of showing a reduction in the list of convictions for drunkenness *until* the habitual drunkards are universally dealt with?—I am certain.

4520. There are about 1,000 of them under control now. Do you think that is a mere drop in the ocean?—I do.

4521. You could provide 1,000 more, could you?—No, I do not think I could go as far as that—not habituals. I could go a good way towards it.

4522. (*Mr. Burden.*) In answer to Mr. Byrne, you told us just now that out of 13,000 persons passing through the prison, about one-third were habitual drunkards?—No, were convicted for drunkenness.

4523. Could you tell me very roughly how many of those would be convicted more than three times in the

* *Vide* p. 258.

course of twelve months?—No, I could not with anything like accuracy, but I should think three quarters of them. I would gladly get it out for you if you like if you want an absolute idea.

4524. I only want it quite roughly at the moment, you think about three-quarters, or at all events, half?—More than half, certainly.

4525. More than half would have had three or more convictions in the course of twelve months?—Yes.

4526. I think you said just now that there were more convictions now for drunkenness than there were before the Inebriate Acts came into operation?—Yes.

4527. Does that apply to men or to men and women?—I have nothing to do with women.

4528. It applies to men only?—Yes.

4529. Perhaps it is not surprising there is no great difference to the inebriate population at Pentonville, as there is no provision for male inebriates at present?—No.

4530. And not a very large number are sent from the London Courts?—They do not come before me. I do not know how many have been sent. They do not pass through me to the Inebriates home, they generally pass now from the court; in fact I have only had one pass through me to the inebriates' home.

4531. Perhaps there have been twenty sentences during the last four months; otherwise do you think 100 would cover the number sent?—I could not say, they do not pass through me, they pass either through Brixton before they are convicted or they are sent from the court.

4532. Are many of these habitual drunkards feeble-minded?—Very much so.

4533. Do you think the habitual drunkenness is the cause of the feeble-mindedness or the feeble-mindedness the cause of the habitual drunkenness?—I think they are feeble-minded initially.

4534. So that the drunkenness is merely evidence of their weak-mindedness?—Yes, I think that follows as a natural course.

4535. Are there many persons committed to your prison for attempted suicide?—No, not many

4536. What happens to a man attempting suicide?—I put him under observation in a medical ward.

4537. What would the police magistrate do with him, would he remand him to prison and send him to Brixton?—If he is sent to Brixton, he is only there on remand; if he is convicted, he comes to me.

4538. The fact of your keeping so few there, means very few would be committed?—Yes, I only get a certain proportion of them.

4539. And that is a very small number?—Yes.

4540. What would you suggest to do with those persons who attempt to commit suicide—the feeble-minded?—I think they ought to be under some supervision—under restraint really.

4541. You do not think short sentences of imprisonment are any good?—Not a bit.

4542. Would you like to see some other means?—Yes

4543. With the possibility of a longer sentence;?—Yes, under supervision.

4544. Have you formed any opinion as to what kind of institution should be called into existence for such persons?—I should think a labour colony where they could not escape. The difficulty that I can see with the labour colony question is the question of restraint, how much power you have in restraining these men without letting them escape. In the labour colony in Belgium they can do as they like, if they want to go they can go, and there is no fuss, but it would not do with our people.

4545. There would have to be sufficient means, either by means of walls or something else to keep them?—Yes, I have an interesting case which points that out now. A man met with an accident some time ago, and got concussion of the brain; this was followed by drunkenness; he got very intemperate, and he cut his own throat; he was taken to the hospital, cured, and directly he got out he got drunk again, and tried to murder his wife. For that he came to me for a term of imprisonment. I sent him out, and reported him to the police as being a weak-minded drunkard. He had not been out very long and he came in the other day. He had tried to murder his wife, and cut his own throat as well. These are the difficult cases I have to deal with. I cannot certify him, I can only keep on sending him out.

4546. Do you think that what is necessary for such a case as that is a place of safe detention, where they can keep him for a lengthy period?—Yes, there is nothing else for him; when he goes out again, he will either murder his wife or cut his own throat.

4547. Such a man should be sent to a colony for an indefinite sentence?—Yes, he is only one of a type.

4548. (*Dr. Dunlop.*) You speak of about 20 per cent. of all admissions as being deficient. Those are the mildest cases?—Yes, they are the feeble-minded, not weak-minded or imbeciles.

4549. How many weak-minded of that 20 per cent? Of all the admissions how many would you put into your weak-minded class?—I should not like to say. I look upon a weak-minded man as very near a lunatic. This question of feeble-mindedness is a grade above everything, it is above lunatics, it is above weak-minded, it is above your imbecile, it is above your idiot; he is one degree better than any of them.

4550. Putting the question another way, how many persons per annum would you pick out of your prison as requiring State care, to be put into a suitable institution and treated on account of their mental deficiency?—I should think about 150 or 200.

4551. In the course of the year?—Easily.

4552. What size of institution would be necessary to hold them if the recruiting was at that rate?—My idea of the institution you want is one where you must have classification; the whole success lies in classification. It is no good because I have 200 men, and I say they are so and so, to go and see them a'l together. The whole thing hangs on the question of treating each class of case individually.

4553. But can you give us any idea of the collective number of them? Most of these cases in London, at least a large number of the neglected weak-minded people, find their way into Pentonville Prison, do they not?—I think nearly all of them.

4554. We have ample evidence that there is a large number of them?—Yes.

4555. You estimate that there are 150 to 200 a year which require treatment and care on account of mental unsoundness?—Yes.

4556. Have you ever thought what size of institution it would take to hold these people.?—No.

4557. You would not go on recruiting at the rate of 150 or 200 a year?—No, you would get to an end ultimately.

4558. After the present habituals are removed there would be still, say, 150 cropping up; accidental cases?—Yes.

4559. The standing orders of the prison lay down two modes of dealing with weak-minded persons at the end of their sentence, one is by certification within eight days of the termination of the sentence, the other is by this report to the police?—Yes.

4560. Would you tell me how many persons you have certified?—Forty-seven to the police.

4561. How many as insane?—Three.

4562. Do you think the forty-seven covers the worst cases, the most apparent?—I am sure.

4563. There are still 100 or 150 not reported?—They would come under the feeble-minded class.

4564. It is the number requiring special care I was trying to get hold of. If we read in the annual report of the Prison Commissioners that so many are reported to the police (I do not know whether that occurs), we can take it that that is a smaller number than the number actually requiring care and treatment?—Undoubtedly.

4565. (*Chairman.*) Have you anything you wish to add?—No, my lord.

FIFTEENTH DAY.

Monday, 17th April, 1905.

PRESENT.

The Right Hon. The EARL of RADNOR (*in the Chair*).

W. B. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.B.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.B.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
H. B. DONKIN, Esq., M.D.
JAMES CRAWFORD DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq. M.A.,LL.M. (*Secretary*).
E. A. H. JAY, Esq. M.A., LL.B. (*Assistant Secretary*).

SIR JOHN BATTY TUKE, M.P., M.D., F.R.C.P. (Ed.), F.R.S.E., called; and Examined.

Sir John Batty Tuke, M.P., M.D., F.R.C.P., (Ed.), F.R.S.E.

17 April 1905.

4566. (*Chairman.*) You have had considerable experience as a physician in lunacy cases?—Yes, all my life pretty well.

4567. You are also a Member of Parliament?—Yes.

4568. You have been good enough to send us a statement of the evidence you propose to give. Would you be willing that we should put that on our notes as part of our evidence?—Certainly.

4569. Is there anything you wish to alter or add to it?—Only a few printer's errors.

STATEMENT SENT IN BY SIR JOHN BATTY TUKE, M.P., M.D., F.R.C.P. (ED.), F.R.S.E., VISITING PHYSICIAN TO SAUGHTON HALL PRIVATE ASYLUM, MORISON LECTURER ON INSANITY, R.C.P. (ED.), AND ON MENTAL DISEASE, R.C.S. (ED.), ETC., ETC.

Under the Lunacy Act 1890 "Lunatic" means an idiot or person of unsound mind.

"Person of unsound mind" is the better term; it is unqualified and includes all of unsound mind whether the unsoundness is congenital or acquired. It includes all forms of mental defect and feebleness.

The essentials of the certificates under Form 8 of the 2nd schedule are:—1st, evidence of unsound mind observed by certifier; 2nd, evidence founded on observation of others; 3rd, statement of belief that the case requires care and treatment. The unsoundness of mind may consist of idiocy, or of acquired insanity. The degrees of idiocy may range between absolute fatuity and mere feeblemindedness. It may show itself by absence of or deficiency of the moral sense. The degrees of acquired insanity may range between the most acute forms of mania or melancholia, and feeble-mindedness. This feeble-mindedness is generally the terminative stage of acute insanity and often simulates idiocy.

A manifest case of insanity may not require certification because it may be under due care and attention, and its circumstances may not demand asylum treatment. On the other hand, a very much milder case may demand asylum treatment because it is so situated as not to be able to obtain care and treatment. The mildest insanity, mere feeble-mindedness, may justify certification because the afflicted person is not being properly cared for, *e.g.*, young weak-minded girls, who obviously should be protected.

Section 28 (2) "A reception order shall not be made upon a certificate founded only upon facts communicated by others." This provision may in rare instances create difficulty in the certification of a congenitally weak-minded person, or in cases of apparently mild insanity, or in the case of mild dementia, *i.e.*, feeble-mindedness following on an acquired insanity. In such cases one must depend to a considerable extent for the purpose of certification on facts stated by others. For instance, a patient may state to the physician that he does not feel well, sleeps badly, feels depressed and does not care for food, symptoms which are not confined to insane persons, and may (in fact do) exist within the limits of sanity; but if the physician is informed on good evidence that the patient has attempted suicide the night before, he is justified in accepting the evidence he has personally observed as indicating insanity. In cases of epilepsy this principle has occasionally to be acted on. The absence of the grosser symptoms of insanity at the time of examination or during a short period of observation is not sufficient to warrant an opinion that a case of lunacy is not certifiable.

Section 8 (1). I regard the whole of this section as ridiculous and redundant.

Section 8 is open to the objection that the deliberate decision of two medical men and that of the justice granting the order is submitted to a person who must almost necessarily be ignorant of mental disease. The Scottish plan is preferable: the lunatic sends a request to the Lunacy Commissioners, who may, if they think fit, send two independent medical men to visit and report on the case. On this report the commissioners base their action.

Section 24 and Form 10 of second schedule: "Is a lunatic and a proper person to be allowed to remain in the workhouse," etc. This is a different certificate than Form 8, it implies necessity for care and treatment (*See* Form of justice's order), and contains an opinion to the effect that the accommodation of the workhouse is sufficient for the proper treatment of the lunatic. Its application is thus not so wide as that of form 8. It is inclusive and rightly so.

Section 116 (*d*). "That such person through mental infirmity arising from disease or age is incapable of managing his own affairs"; such certificate is more limited than Form 8; it implies unsoundness of mind and in addition requires that the unsoundness of mind must be the result of disease or age. Some feeble-minded persons requiring care and treatment are certifiable under Form 8, but are not included in this definition unless "Disease" is interpreted in a very wide sense. In the event of Colonies for the weak-minded being established it might on the whole be more convenient to issue a special schedule.

4570. (*Dr. Dunlop.*) Let us go through the form of certificate. You will be able to tell me a little about it. The heading is of no great importance. Then the certificate goes on: I am a person registered under the Medical Act and on such and such a day examined so and so and came to the conclusion that he is—the certifier is given a choice of terms—idiot, lunatic or person of unsound mind?—Yes.

4571. Which of the three terms is the most comprehensive?—"Of unsound mind" of course.

4572. Is not the term "lunatic" equally comprehensive?—For all time there has been a recognised division between "lunatic" and "idiot"—from the earliest ages in medicine—one implying acquired insanity, and the other being congenital insanity.

4573. But the term "lunatic"?—Has technically come to comprise all.

4574. Idiots and all persons of unsound mind?—Yes.

4575. That term "lunatic" is not limited by what produces the unsoundness of mind in any way, nor the degree of the unsoundness?—No.

4576. Whether the insanity is produced by age, accident, or disease, it is equally lunacy?—They all come under the same category.

4577. And whether the unsoundness is great or small, severe or slight, it is still unsoundness and therefore lunacy?—Yes.

4578. So it is a very simple thing for the certifier to state that a person is of unsound mind?—Yes.

4579. And that means that he is a lunatic?—Yes.

4580. With the very mildest lunacy there should be no difficulty in stating it?—No.

4581. The second clause, "a proper person to be taken charge of and detained under care and treatment" is a very essential clause, is it not, ?—Undoubtedly.

4582. Will you tell us why?—Mainly because there are cases who by their environment, however insane they may be, do not require asylum treatment. A rich man, for instance, may show marked evidence of insanity, yet, from his surroundings in his own house, proper care, medical attendance and everything of the kind, there is no necessity for his being sent to an asylum.

4583. But with a poor person it is different?—It changes the position materially; the poor person cannot have the surroundings of the rich one.

4584. If, in addition to unsoundness of mind we find a history of repeated crime or repeated offences, or repeated neglect, surely that history by itself is sufficient to determine the necessity for care and treatment, is it not?—I do not think so under the working principle of the Acts. If would not be sufficient, unless you could produce evidence of insanity observed by yourself.

4585. I assume that having observed slight unsoundness of mind, a history of vagrancy, or a history of offences, would be sufficient to establish the necessity of the second clause here—the necessity of care and treatment?—Yes, I think it would.

4586. Follow the certificate on from there. "I have formed this conclusion on the following grounds, namely facts observed by myself and facts observed by others." The one requisite, I understand, is that there must be some facts under personal observation?—Yes.

4587. Is there any necessity for those facts indicating a complete clinical picture of insanity, or is there not? To put it in another form, would very slight facts showing unsoundness of mind, combined with a strong history of insanity communicated by others be sufficient to justify a certificate?—I think, as I have said, according to the working of the Act as at present, you must show some definite indication of insanity observed by yourself, but that need not be of such an intense nature in the two classes of cases. It may not be identical in the two classes of cases we have been speaking of, the rich and the poor. If you have a certain amount of direct evidence of insanity observed, that could be strengthened by the second part, by the facts observed by others, and to such an extent as to warrant, in the very large proportion of cases, the certificate.

4588. So that, granted the necessity for care and treatment and strong history communicated by others, comparatively slight evidence of unsoundness of mind is sufficient for a person under personal observation?—Yes.

4589. Can you give us any others of the same class?—Epilepsy, of course, is one. You may find a man very stupid and heavy, and that is all you notice of him. The night before he may have had an epileptic fit, and been extremely violent before and after the fit—dangerously violent.

4590. An epileptic with a period of insanity following the fits is a certifiable lunatic in most cases, is he not?—Yes, necessarily so for the safety of the public, because he is often dangerous.

4591. I will put a few cases we have had given here in evidence, to give us your opinion whether such cases are certifiable, or not? Here is one: "Aged thirty-one; practically no education, only passed first standard; facial expression, dull, heavy and unintelligent; memory poor; all mental faculties seem below the average for his class of life; been repeatedly convicted of stealing, first convicted when he was ten years old." Would you call that a certifiable case?—Yes.

4592. Here is another: "Boy, aged seventeen; who was considered weak-minded at the trial, but the doctors could not say he was insane; facial expression, imbecile; of very low intelligence and poor memory; mental process is slow, and takes but little interest in anything; revengeful, and shows no signs of remorse; he has been twice convicted for killing horses, and a third time caught in the act of killing a horse." Would you say that was a certifiable case?—Yes. I came across a case yesterday in Cambridgeshire, a series of cases of that kind, and one almost identical to the one you have mentioned, it may be the same one, I do not know—a boy of seventeen, who was evidently of a low type, and came of a mother of weak intellect, and had an aunt also suffering in the same way. He was an intelligent boy, generally good, and got on pretty well at school, but he developed homicidal instincts, tried to kill horses and cats, animals, occasionally. The brother of that boy was simply stupid, and low, and never passed the second standard, evidently of the low type, and he took to stealing. The first boy was certified, there was no difficulty in certifying him. He went to an asylum, and has done well. There was a great difficulty in getting the second one certified. In fact, he never was certified.

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4593. What was the difficulty?—The difficulty on the part of the doctor; he could not get sufficiently strong, direct evidence.

4594. Would you personally have made any difficulty in certifying the boy?—I have not seen the boy. The third is a girl of fifteen, sister of the other two boys, so silly as not to be able to get a place. She is boarded out, but no means have been found possible to get her properly educated. Then there were two other cases, very much of the same class, that I came across.

4595. You would describe that class as certifiable lunatics?—Yes.

4596. Here is another case: "Man, aged thirty-one, imperfect education, imbecile, of low intelligence, and has an amused insane smile when conversing; egoistical shows no signs of remorse for crimes; had an attack of transient mental excitement and insomnia; has been twice convicted of arson as well as other offences"?—Yes, I should have no hesitation about that case.

4597. That was given as uncertifiable insanity. Here is another case: "Aged twenty-two; first convicted when he was seven years of age; been repeatedly convicted for stealing, and other things since; education imperfect, fourth standard; is a drunkard; facial expression, dull and unintelligent; moods variable, sometimes emotional and tearful, at other times morose and quarrelsome; low intelligence; poor memory; little if any moral perception of the rights of others"?—Yes, there is no hesitation about that.

4598. Here is another: "Aged fifty-five; in prison for stealing clothing; had thirteen convictions for stealing and some other convictions in addition; education, very imperfect, second standard; suffered from fits when young; facial expression, imbecile; poor intelligence with education of a child; cannot converse upon any current topics; takes little interest in anything, and is very dull and stupid." That is another certifiable lunatic?—Yes, and the type that I have observed in every prison in Scotland, and a good many in England It is quite a common prison type of the intellectual and moral idiot or imbecile.

4599. These are cases where there can be no difficulty in certifying as idiots?—No.

4600. I should like to put another one or two out of another witness's statement: "Woman, aged forty, nine convictions, the last being one month's hard labour for being drunk, confirmed drunkard, weakminded, but not certifiable, always laughing in a silly manner, dances when she thinks she is unobserved." Is she not a certifiable lunatic?—It is difficult to say unless you actually see the person.

4601. What is the presumption from the short description we have got?—The presumption is strongly in favour of unsoundness of mind.

4602. Here is another: "Man of sixty; got three months' hard labour for begging; has been in a lunatic asylum with an attack of alcoholic insanity, not certifiably insane now, but exhibits impairment of memory, dulness of apprehension with hebetude; speech slow, hesitating

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and indistinct; no evidence of delusion or hallucination"? —Yes; I should think it is a case in which presumption is strong.

4603. Strong presumption that he is certifiable? Here is another case: "Man, one month hard labour for begging; betrays complete mental vacuity; remote memory almost nil; recent memory much impaired; all reactions are delayed; is not sufficiently defined to certify as demented"?—The opinion is a contradiction of the evidence.

4604. Yes, but the evidence is presumably enough to certify?—Yes.

4605. Here is another: "Male, sixty-one; got six months for being drunk; weakminded; defect due to senility and alcoholism; his memory is weak and his reasoning powers feeble; he is emotionally very unstable, subject to outbursts of hypomania, with vague and unorganised delusions of religious and persecutory tendency"?—That is of course a plain sailing case.

4606. That man was sent to prison for six months, for safe custody, apparently; I need not trouble you with any more; these are a fair sample?—There are a certain number of cases one would like to see for oneself. It is difficult to form an opinion exactly on an A.B. case unless the case is very strongly put. The presumption is that in all the cases care should be taken of them.

4607. Section 6, subsection 1 of the Act says: "Upon the presentation of the petition the judicial authority shall consider the allegations in the petition and statement of particulars and the evidence of lunacy appearing by the medical certificates, and whether it is necessary for him personally to see and examine the alleged lunatic; and if he is satisfied that an order may properly be made, etc." This looks as if it might be interpreted that the justice of the peace is in the position of criticising the medical man's opinion?—When I put down this note I had not, the Act before me. I would rather that paragraph came out because the magistrate is only exercising the jurisdiction which the sheriff does in Scotland. The petition, statement and medical certificate are placed before the sheriff in Scotland. It is in the power of the sheriff to criticise and refuse that. It is part of the judicial act.

4608. The justice may examine the lunatic personally?—Yes.

4609. Let us take first one point: which is the stronger evidence of insanity to a layman—which a justice of the peace presumably is—two medical men's opinions or facts recorded by two medical men?—I always have held that the commital of a person to an asylum should be the result of a calm, judicial decision. As I say, it has worked very well in Scotland for a number of years; the justice takes exactly the same position as the sheriff in Scotland.

4610. The sheriff in Scotland is an expert lawyer, and the justice in England need not be?—Yes, but still I think it is an essential part of any lunacy order.

4611. Do you think it is necessary for a medical man to satisfy the lay mind of the justice by giving sufficient facts?—Yes, I do.

4612. You will not go the length of saying that it is necessary, under "Personal observation," to give a complete clinical picture?—No; sufficient *primâ facie* evidence to enable him to sign the schedule.

4613. What is your opinion as regards the inspection of the lunatic by the justice of the peace?—I think that is perfectly ridiculous after the schedule has been signed.

4614. And quite indefensible?—Yes; I believe, in fact, it has seldom been acted upon; we have nothing of the sort in Scotland.

4615. There are two other certificates under the Act; Section 24, I should like your opinion upon; when a lunatic is allowed to remain in a workhouse, that certificate is essentially different from Form 8 because it is less comprehensive, is it not?—Yes.

4616. You have here practically an "opinion" of lunacy, combined with an "opinion" that that lunacy can be properly treated in a workhouse?—Yes.

4617. Then Section 116: one of our witnesses quoted this section as a very comprehensive one. I would like to know your interpretation—whether it is more comprehensive than the ordinary certificate. You will notice that it is to the effect that the lunacy is the result of disease or age?—Yes; "disease" being interpreted in a very wide sense.

4618. The addition of the terms "disease or age" does not add to the comprehensiveness of the section, does it?—No, I do not think so.

4619. In fact, it limits it?—Yes.

4620. (*Dr. Needham.*) Do you think that it would be a good thing if the term "lunatic" were removed from the definition?—Yes.

4621. Would not, "person of unsound mind" be sufficiently comprehensive to include everything?—Quite sufficient.

4622. Would there be much less offensiveness about it than about the other terms that are used?—Quite so.

4623. You told us that it would not require any very strong facts to be mentioned by the certifying medical man in support of the certificate, but would you be prepared to advise that a person should be shut up upon facts observed only by others and not also upon facts observed by the certifier?—No, I do not think it would be expedient, to say the least of it.

4624. You think that the certifier ought to be able to mention certain facts indicating insanity which he had observed himself at the time of examination?—Yes, and the difficulty is never great. A man may fail on the first occasion or the second occasion, but if he applies himself to a case he is sure to come to a determination one way or the other within two or three visits.

4625. You are aware, I suppose, that the Select Committee of 1877 recommended that certificates should be passed upon very slight facts observed by the certifier?—I do not think it would be a wise provision with slight facts.

4626. I mean with facts indicating insanity, but not of a very strong character?—I had intended to bring to-day some specimens of weak certificates, the first part of which was weak, which were justified by the second and by subsequent events, but in all the cases which I proposed to bring and which I will put in, if you like, separately in writing, the outcome of which justified the weakness of it. I do not think the facts stated as observed by others would have been sufficient for the sheriffs to have made an order, as we call it, without the second part—without the facts observed by others.

4627. You are aware, of course, that all these facts which are mentioned in the certificate go before the Lunacy Commissioners who have to decide whether they are sufficient or not?—Yes.

4628. I suppose that is the same in Scotland?—No, the sheriff is the arbiter. The completed form goes to the Lunacy Commissioners after the order is granted. Then if they have any doubt upon the nature of the case, notwithstanding the sheriff's order, they can visit and report—send two independent medical practitioners, independent of the two who have certified, and take proceedings upon that. It very rarely happens, never in my experience.

4629. Can you see any difficulty in using the present method of certification for people of unsound mind in asylums for the purpose of certifying persons of unsound mind of a less degree—people who are called feeble-minded. Would there be any difficulty in utilising the present process for doing that?—I think in the large proportion of cases you could use it, but thinking it over, it strikes me that there are cases which we rather weakly call "borderland cases" where it would require a separate and definite report upon the individual case. It might supplement the ordinary certificate.

4630. (*Mr. Greene.*) Is it your view that under Form 8 you are bound to have two classes of evidence before you can give a certificate, namely, evidence of unsound mind observed by the certifier, and also evidence founded on the observations of others?—If the facts observed by the certifier himself were sufficiently strong, there would be no necessity for having the second, although it might be expedient to adduce the evidence of others.

4631. So that it is not an essential of a certificate that it must have both classes of evidence, as appears by your phraseology?—No, in practice it is not so; I have fre-

quently signed certificates where there are only facts observed by myself.

4632. Do you consider that Form 8 is a form which you, under all circumstances, are bound to follow before you can certify a person as being of unsound mind ?—Yes.

4633. Are you aware of Section 339 of the Act which gives the statutory operation to the forms which are appended in the schedule. Has your attention been directed to it ?—No.

4634. Under Section 339, you will find that, subject to rules made under this Act, the form in the second schedule may be used wherever applicable with such modification as circumstances may require, and if used shall be deemed sufficient. That does not go so far as to say that the forms are strictly compulsory, and that they are a condition of the certificate, but only that where applicable they are to give a suitable form ?—I was not aware of that.

4635. I fancied you were not, in consequence of the opening words of your next paragraph of the Statement you have been good enough to favour us with ; "A manifest case of insanity may not be certifiable "?—I should have said "may not require certification."

4636. That is very different; you say: "because it may be under due care and attention, and its circumstances may not demand asylum treatment." I shall be glad to know if you could point anywhere in the statute to any reference to the forms being compulsory. I have not been able to find it ?—I have not read the Act in that light.

4637. You refer to Form 8 and especially to paragraph 2 of it, in which your attention was called to the words : "On the (blank) day of (blank) I personally examined A. B. and came to the conclusion that he is a lunatic, an idiot, and a person of unsound mind, and a proper person to be taken charge of and detained under care and treatment." There are many cases, are there not, in which you give certificates where people are not intended to be taken to an asylum ?—I hardly understand.

4638. Are there not many persons who are under certificates, but in respect of whom it is never intended that a reception order should be made ?—They can be sent to private care.

4639. But they need not be sent away at all, need they ? May not a certificate that a person is insane be made without any necessity to apply for a Reception Order ? It is only in the case where you wish to remove the person, the body, that you require a Reception Order ?—Yes.

4640. Supposing a person was residing at home in good care, and it was not wished to obtain a Reception Order and send that person to an asylum, you could still make a certificate, could you ?—With what object ?

4641. I say you could do so, ?—You could do so I presume.

4642. Are there not many cases in which persons are living in their own houses, a certificate of lunacy having been made without any intention to take them to an asylum ?—Not that I am aware of. A man may reside in his own house, as insane as possible, for many years, and require no certificate.

4643. I saw a lady last week who had been certified, and was residing entirely in her own house ?—There must have been some special object for certification.

4644. I do not know ; I thought you would be able to tell me ?—I never heard of such a case. My experience is almost entirely confined to Scotland. I believe it is the same in England. A person may reside insane, in his own house, to the end of his days without certification so long as it is his own house. If it is a hired house, or he goes to live in a doctor's house, then you require a special form of certificate.

4645. Under what section is that ?—I cannot tell you ; I do not know the English Act sufficiently well for that.

4646. Paragraph 6, I think, you entirely withdraw ?—I should like to correct it. The first part I agree with, but certainly the subjection of the certified lunatic to the opinion of an individual justice after the justice has given the order, I think is ridiculous and absurd.*

4647. You object to that ?—Yes.

4648. (*Dr. Needham.*) Is not Section 8 (1) the clause which Sir John refers to ?

4649. (*The Witness.*) I beg your pardon, that is so, I made the mistake. I must withdraw what I have said about Section 6.

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4650. (*Dr. Dunlop.*) Section 6 has the words : "And, whether it is necessary for him personally to see and examine the alleged lunatic." Surely that covers the situation ?—No ; he has the right to examine him. This applies, I understand, to the justice who is going to grant the Order. I take no exception to Section 6, but to Section 8.

4651. (*Mr. Greene.*) Which part of Section 8 ?—"When a lunatic has been received as a private patient under an order of a judicial authority, without a statement in the order that the patient has been personally seen by such judicial authority, the patient shall have the right to be taken before or visited by a judicial authority, other than the judicial authority who made the order, unless the medical officer of the institution, or, in the case of a single patient, his medical attendant, within twenty-four hours after reception, in a certificate signed and sent to the Commissioners, states that the exercise of such right would be prejudicial to the patient."

4652. Do you object to that ?—I object to the case, after its having been committed on the order of a justice and two medical certificates, being referred to an uneducated justice—uneducated in the sense of being medically uneducated.

4653. Do you consider this only deals with the case where the order does not contain a recital that the patient had been seen by the judicial authority ?—Yes.

4654. You are dealing there with the case of a lunatic who has been taken in as a private patient under the judicial order without the judge having seen the patient at all ?—Yes.

4655. He has relied upon the certificate, I suppose, and has not seen him ? Then this only gives the right to the person to be taken. Do you object to the patient insisting that some judicial authority, at all events, shall see him ; because that is the whole effect of this ? —The proper persons to do that are the Medical Commissioners, or, as in Scotland, the Lunacy Board who send two medical men to report upon the case.

4656. Do you suggest that a patient who thinks he ought not really to be in private care, when the justices have omitted to see him, notwithstanding his entreaty, and his wanting to have a justice to see him, should be refused that right ?—I do not see the object of it.

4657. For the satisfaction of the patient and his family ? —It should be done through the Commissioners—it should be done by a medical authority.

4658. This is only to see him. It does not affect his release. It only says the patient shall have the right to be taken before, or visited by, a judicial authority other than the neglectful one who had not chosen to enquire about him at all, unless the medical officer of the institution, or, in the case of a single patient, the person who has care of him, certifies that it would be prejudical to the patient ; the medical officer of the institution or the private doctor who has him in his care can stop him at once if he thinks it would be prejudicial to the patient. Is there really any serious objection to giving the patient that right, which could be controlled if the person under whose care he was did not think it would be a good thing for him ?—Then appeal would be much better to the Lunacy Commission.

4659. As regards the next part of the Statement you were good enough to supply us with, I think you refer to Section 24, Form 10. Do you raise any objection to that ?—No, no strong objection.

4660. Form 13, I think you have mentioned, has been repealed by the schedule of the Act of 1891 ?—Yes.*

4661. Under the Act, of 1891, although the form has been got rid of, the substance of your remark remains, because, under the Act of 1891 it replaces the clause in the Act of 1890—the same certification has to be made in exactly the same terms ?—Yes.

4662. What is your objection to this part ? I do not quite follow you when you say : "It is inconceivable that any feeble-minded person in an asylum, who by reason of want of care at home, requires asylum care should require to be discharged on account of inability

* *Vide* p. 262. Paragraph 6 in Sir John Batty Tuke's original statement which referred to Section 6 (1.) of the Act has been deleted and the two paragraphs relating to Section 8 substituted at his request.

* Questions 4660–4667 refer to a paragraph in the original statement which Sir John Batty Tuke withdrew.

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to grant such certificate"?—I cannot understand the medical superintendent, under those circumstances, refusing to grant that certificate. It is more in its application to what we were speaking of, the degree of insanity required to be shown in the first part of the original certificate.

4663. What this is dealing with, as far as I am able to follow it, is this: that, under Section 7 of the Act of 1891, the time for which a reception order should remain in force is limited. It is dealing with the limitation there, and it provides for the renewal, or, so to say, the review of it, from time to time, and it says a special report has to be made by the medical officer of the institution, or the medical attendant of the single patient, as to the mental and bodily condition of the patient; a certificate under his hand certifying that the patients is still of unsound mind and a proper person to be detained under care and treatment?—Yes.

4664. Is there any objection to that?—There are objections to it, but it hardly comes into this question. I can hardly understand an asylum superintendent refusing to grant a certificate in the case of persons who are actually in an asylum.

4665. The certificate that has to be given is that he is still of unsound mind. He has been certified and is there. There is no difficulty, is there?—None whatever.

4666. Do you take the view that Section 116 might be extended at all to other cases of mental infirmity which do not arise from disease or age?—I think it is sufficiently comprehensive as it is.

4667. Where persons are congenital idiots, say, is there any reason why their affairs should not be managed; their condition does not arise from disease or age?—It depends how you interpret the term "disease;" "defect or disease or age," it should be.

4668. (*Dr. Donkin.*) I should like to ask a few questions arising out of the very interesting replies you gave to Dr. Dunlop. I take it I am representing your meaning rightly when you state that these cases which were specified to you by Dr. Dunlop were certifiable, that you would certify them, and you think anyone would be justified in certifying them?—I think so.

4669. You also say here (p. 262): "The degrees of idiocy" (which are certifiable) "may range between absolute fatuity and mere feeble-mindedness?"—Yes.

4670. That is, that there are cases in your opinion where only the merest feeble-mindedness might be justifiably certified under the present law?—Yes.

4671. You have given the essentials of the certificate, and you say that—"unsoundnessof mind may consist of idiocy or of acquired insanity. The degrees of idiocy may range between absolute fatuity and mere feeble-mindedness." I take it you mean that there are cases which might come under any of those degrees which are certifiable, in your opinion, under the present Act?—Yes; in certain cases. I think I said to Dr. Dunlop that the ordinary certificate might be supplemented by a special report of the case. Take the case of a simple weak-minded girl. She is not fit to make her way through the world. Of course, she might be taken advantage of. There is a case in point where I think, for the protection of the patient, action might be taken.

4672. You quote a case of that sort at the end of the third paragraph?—Yes

4673. I feel entirely inclined to agree that this is desirable, but do you think that in actual practice many such cases are certified?—I think so. They flood the asylums at the present moment.

4674. But are there not numbers of patients, of unsound mind and well known to be in many respects socially dangerous, who in practice are rarely certified, who are regarded generally as uncertifiable, or who would probably if certified and sent to an asylum, be very soon pronounced to be sane, and discharged?—That is so; I quite agree with that.

4675. That is not overstating the case in your opinion?—No, I do not think so.

4676. If this be the case, I should like to know what your opinion is as to the reasons why this refusal to certify this class of cases, which is a very large one, is so prevalent?—In the first place, there is a difficulty on the part of the medical men in certifying those cases. They do not like running the risk, their difficulty being discrimination between ordinary wickedness, in certain cases, and morbid and moral perversion. Then I think it is complicated also by the dislike of asylum superintendents to receiving such cases, and especially where there is any criminal history. Those are the two main factors I think.

4677. You yourself would be inclined to certify degrees of feeble-mindedness and imbecility much more widely than most?—Yes.

4678. In order to bring about the certification of these cases which you think it very desirable to certify, and which are not now as a rule certified for various reasons, would you think it necessary even that some change in the law should be made to universalise your own practice?—Yes.

4679. Your own practice, I take it, would be to certify much more widely?—Much more widely.

4680. I take it from what you said to Dr. Dunlop that your practice would be based on a very much wider basis of certification than that which obtains now in actual practice?—Yes.

4681. You would certify what a large number of men in England—experts—would not certify. Therefore your desire is for a wider legal basis of certification in order to get hold of these very dangerous and harmful feeble-minded?—Yes, certainly.

4682. I should like to know whether you think that that desirable consummation could possibly be obtained without an alteration in the law; that is to say, without a widening of the lunacy law, or some other law?—I believe it would be necessary to obtain greater latitude of action.

4683. There are many cases, you think, in practice, of the lighter or less obvious degrees of imbecility which, up to now, although logically they come under the Lunacy Law, have not been dealt with under it?—That is the way I should put it.

4684. (*Mr. Dickinson.*) May I just follow that a little bit further because it really comes to what we all mean by "feeble-mindedness." You have stated that "a person of unsound mind" includes all forms of mental deficiency and feeble-mindedness?—Yes.

4685. We have had a great number of cases of persons imprisoned and otherwise. May I just, in order to test that, ask you whether this sort of case would have been a person whom you think might be considered to be certifiable as insane: "Habitual offender; begging; refusing workhouse task; incorrigible rogue; petty larceny; third of four children of a drunken mother, who died of chronic alcoholic insanity in Banstead Asylum; of the other four children, the eldest is normal, the second and fourth are in Earlswood. Prisoner was reputed "soft" at school, and was never able to learn; at twelve years of age was sent to industrial school after silly attempt to rob a jeweller's shop; much of his life since has been passed in prisons and casual wards; he has occasionally had some trivial successes as a thief; mental condition has deteriorated since an episodic attack of insanity three years ago." That is one of those cases which I daresay you know of. Would you say a case like that was one which, in your opinion, you could certify as of unsound mind?—I think so.

4686. Yet it is evidently a case that no one has ever certified as of unsound mind?—I am not quite sure of that. It is a case which, I think, by the evidence, requires to be taken care of. The history of it is a clinical history of, at least moral insanity, moral weakness, moral idiocy, and a danger to the public undoubtedly on account of that.

4687. Therefore you, as a medical man, would, under the existing law, think yourself justified in certifying that man as a lunatic, and therefore fit to be shut up?—I think so.

4688. May I ask you about another one here: "Habitual offender, begging, larceny, drink; nothing of note detected in family history; as a child, was dull and idle; could not learn at school, and was ill-treated by masters and boys; since school days has occasionally done odd labouring work, and has developed some aptitude for simple carpentering; does a little thieving, and has ambitions in that direction; declares boastfully that

he is more knave than fool; could have been developed by training into a working unit." These are cases of the persons who are in prisons, and considered to be feeble-minded. Would a boy like that be a person you could certify as of unsound mind?—Under the existing law?

4689. Yes, if we brought him before you and asked you to certify as a medical man?—I could, but I think it would support the profession generally if you had some increased powers under the Act such as have been alluded to. Of course, one would have great difficulty in a case like that. You have so many factors in the equation to consider.

4690. You have some doubt about certifying a man with that history, although you said, "Yes"?—I might have.

4691. Let me give you one more: Habitual offender; bogging; son of a clergyman; insane heredity; received a moderate degree of instruction, of which he has retained very little; found work as a draper's assistant, but was dismissed for irregular habits, and lapsed into the vagrant class with occasional attempts at petty larceny; low level of intelligence; incapacity for continued effort; as symmetrical face and deformed ears; irregular facial innervation; has episodic attacks of sexual hypochondria. Would that be a case you would certify?—That would be an easier case to my mind than the previous one.

4692. That you would have very little doubt about certifying under the present law?—Yes, but I think it would be well that provision should be made by which that doubt would be removed from the minds of doctors who are not so accustomed to deal with insanity as myself. That is the way I should put it.

4693. I do not suppose that in your mind the consideration that he required care would operate in certifying a person as of unsound mind?—Undoubtedly it does operate.

4694. But surely it ought not to, ought it? I speak with deference. The question is whether he is of unsound mind or not, not whether he wants care. You point to the young weak-minded girl who undoubtedly should be protected. Would the mere fact of the necessity for protecting her influence your mind in declaring her to be of unsound mind?—No, I was putting it that it would influence one to a considerable extent as regards the first part of the certificate, the fact that she was distinctly weak-minded. Yes, I think it would. If you found evidence that she was distinctly weak-minded, she would come within the category of those who require care.

4695. You might have two precisely similar cases and certify one as of unsound mind because she had no home to go to, and the other refuse to certify because she had a home to go to?—Yes, I think it would come in the same way as the more acute forms I speak of, the case of the rich man and the poor man; I think it might influence one.

4696. (*Mr. Loch.*) I understand that you would have a general certificate which would include all persons of unsound mind, and you would omit the word "idiot" as well as the word "lunatic" from the certificate?—"Person of unsound mind" would be sufficient for all practical purposes.

4697. We have before us the problem of what to do with children who have been through the special schools, at the age of sixteen or so, and have to be cared for; would you propose to bring them under your certificate? There are, of course, the full facts; the medical and other facts are available. Would you bring them under the common certificate as being of unsound mind—the special school cases being feeble-minded?—Yes; it would depend entirely upon the case itself.

4698. But you would use one general certificate?—Yes.

4699. Then this certificate here would have to be largely altered, would it not? It does not follow that they would be removed to an asylum, hospital, or licensed house?—No.

4700. They might be removed to something like a colony?—A colony; or boarded out, as a large number of cases are.

4701. (*Dr. Dunlop.*) Would not those be licensed houses, of necessity?—Yes, they are licensed houses.

4702. (*Mr. Loch.*) Would you have all those colonies licensed in connection with the Lunacy Commission?—Yes, I think so.

4703. Have you thought of extending the powers of the Lunacy Commission so as to cover that very large class with which they hardly deal now?—No, I have not thought of it from an administrative point of view.

4704. You would think of these feeble-minded cases going before a stipendiary magistrate or some lunacy magistrate with a view to certification in the same way as the ordinary lunacy cases?—It might be the most convenient plan.

4705. But would you think it absolutely necessary?—No, I do not think it would be absolutely necessary.

4706. (*Mr. Byrne.*) Would the difficulty which the doctors now experience, or show, in certifying people as insane, be met to any extent if there were other institutions to which people could be sent beyond the asylums? Suppose there were places that might be called "Homes of Rest," or "Labour Colonies," would that mere fact make a difference?—A material difference.

4707. There is a great objection to sending people to asylums?—The greatest objection, and no greater objections raised than by the superintendents themselves.

4708. So that the certificate under the Lunacy Act now, which is logically applicable to the feeble-minded, even the slightly feeble-minded, might work so as to include a very large number of those if that simple change were made?—Yes.

4709. What is the precise danger which a doctor fears in signing a certificate now?—An action for damages.

4710. It may be that a case which he considers certifiable another doctor might not consider certifiable?—Yes.

4711. Has there ever been a case in which a doctor has been punished in damages?—Yes.

4712. Can you tell us, generally speaking, the nature of the case; was malice alleged and proved?—Of course there must be malice. Malice must be alleged, but that has not always served to protect.

4713. In law that means that if the doctor shewed himself grossly careless or ignorant in his work malice would be presumed. But there are not many such cases, are there?—There have been cases, I could not tell you how many.

4714. Really there have only been a few cases that have made a good deal of outcry?—Yes.

4715. And it is set out in medical books about insanity: "this case has made certification much more difficult"?—Yes.

4716. We may take it that it is not a thing that often happens but there *is* that danger, of an action for damages for malicious certification of a sane person?—Yes.

4717. That is not a serious danger, is it?—I do not think it is; we have not had such a case in Scotland for fifty years.

4718. As another step towards these people being more easily certified, would you think it a benefit that the certificate of the doctor should be strictly confined to the fact that the person was of unsound mind in his opinion, leaving out everything about care and treatment. That is not a medical question, is it? The question whether the person has a good home, a good nurse, or good parents, and so on, is not a matter on which a doctor is specially capable of giving an opinion. If a medical certificate simply consisted of the words "I have seen John Smith, and certify that he is of unsound mind," would you see any objection to that?—For this special class of cases do you mean, or for all of unsound mind?

4719. For all lunatics not at the time in institutions, for all lunatics at large?—I should not like to answer that question without thinking it over first.

4720. Supposing it were practically possible, it would undoubtedly have the effect of allowing a larger number of certifications to take place, would it not?—Certainly.

4721. Supposing a public functionary, or department of some sort, held the opinion that the freedom of such and

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such a person was a danger to the community, and could get a conscientious certificate in those words, it would not be going too far for that department to say "with this certificate I will take upon myself the responsibility of shutting him up" ?—No.

4722. If you give me the certificate that So-and-so is of unsound mind, I, knowing his case, would say he is a proper person to have care and treatment ?—I think it would work perfectly.

4723. At any rate, for a large class of persons you think that is right and proper, that the doctor should say "He is of unsound mind"? and the state, or some public functionary, should take the responsibility of saying "I will shut him up" ?—I think that would work.

4724. With proper safeguards, such as continuing certificates and visitation of the Institutions. Would you say there are cases in which detention should be permanent ?—Yes; I am afraid there are a certain number of cases which you would find would be permanent.

4725. With regard to the last paragraph but one of your statement (p. 262), are we to take it that that is an expression of your opinion that it is a fact that feeble-minded persons are not discharged from asylums, or that merely the law is such that a doctor ought not to discharge them ?—I think it is more that they should not be discharged.*

4726. We have had many cases brought before us in which persons have been discharged from asylums, and very shortly afterwards have gone back again, or got into prisons, or fallen into degrading ways, indicating imperfect recovery ?—As a matter of personal experience I have discharged a large number of cases when I was superintendent of a County Asylum in Scotland, when I have ascertained that they would be properly cared for by what we call the Inspector of Poor (the Relieving Officer). I have discharged them on the ground that asylum detention was no longer necessary.

4727. No doubt you have discharged persons to the care of friends who were able to look after them ?—Yes.

4728. That would be a proper exercise of your authority, but owing to the death of the friends or some other circumstance over which you had no control, it might be an unfortunate discharge ?—It might be. I have had accidents happen in consequence of that, but still the general good has to be considered.

4729. Would you say, with regard to those people, too, people in asylums whose cases come forward for reconsideration, that if there were some private places to which they could be sent, without a stigma or great expense to the public, you would often send them there, instead of discharging them to their friends ?—Yes, I think that could be done to a very great extent.

4730. Could you give us any idea as to the discharges from among, say 100 persons, in five or six years from one asylum, how many you would, as medical superintendent, rather send to a colony where they would live under care and supervision and work for themselves, than allow to go home ?—Speaking roughly I should say about twenty per cent.

4731. (*Mr. Loch.*) Have you in Scotch asylums many cases of senile dementia, such as we would send from our poor law institutions here ?—Yes, it is the curse of our asylums.

4732. What proportion would they bear to the whole ?—It is very difficult to estimate. They came upon the 4s. grant, and they caused an enormous increase of building, and have spoilt the character of our asylums to a great extent.

4733. Has there ever been a return made of cases of that type which have come from pauper institutions ?—No.

4734. Would it be possible to get it ?—I do not think it would.

4735. Is there any way of testing this question so as to give it a tangible and definite form ?—I could not answer that without thinking it over, but I do not think so.

4736. Would it be true to say that a great many of these receive, in the asylums, expensive treatment such as they would not otherwise demand were they not sent to a place where a certain standard prevails ?—Quite true.

4737. Do you see any way out of that difficulty by the consignment of these people to some other institution so that the asylum created definitely for the lunatic should not be used for those who, though suffering, are not in the extremest sense "lunatic" ?—Yes, I think institutions might be constructed on the cheapest possible principle, and administered on the cheapest possible principle, for chronic cases in which no good can be done. I have been fighting for that for many long years.

4738. Did you ever reduce to figures the cost per bed ?—No, I have never seen the way to get at the figures. I will think it over and if I can give you information I shall be very happy to put it in.*

* *See* note to Question 4660.

* The following Memorandum was subsequently received from Sir John Batty Tuke:—(1) A new asylum should consist of (*a*) a large hospital for recent and acute cases, which should be there treated till all reasonable hope of recovery has to be abandoned. The size of the hospital should correspond with the average yearly number of admissions; (2) a sick room block for general paralytics and epileptics; (3) a simple inexpensive block or blocks for hopeless cases. I believe that a good working asylum could be built on these lines for £200 per bed. (*b*) Additions to existing asylums should consist of inexpensive blocks for incurable cases. Cost from £80 to £90. A large number of senile cases of a not troublesome character could be managed easily in workhouses.

JOHN TATHAM, Esq., M.A., M.D., called; and Examined.

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4738a. (The witness handed in and was examined upon the following extract, from the Census Report, 1901, C.D., 2174, pp. 155 to 160.)

"(3.) *The Insane.*—Doubt has often been expressed as to whether the value of the information relating to mental infirmities which may be obtained from the ordinary census schedules is sufficient to warrant the continued demand for such details at the hand of the English householder.

Although at each successive census from 1871 onwards the attempt has been repeated to ascertain the proportion of insane persons in the population, it has nevertheless been held by our predecessors that the returns obtained were unreliable, because of the unsuitability of the ordinary census machinery for the collection of such information.

For the first time, at the census of 1871, the householder or occupier was asked to state whether any member of his family suffered from mental unsoundness; and this inquiry has been repeated at each subsequent census. Prior to 1871 the only question as to infirmities was "If deaf and dumb, or blind?" The question was altered in 1871 to "If deaf and dumb, or blind, or imbecile, or idiot, or lunatic?" This form of census inquiry was repeated without change both in 1881 and 1891, and consequently the statistics of mental unsoundness published at the three censuses 1871, 1881 and 1891 admit of comparison. In arranging the Occupier's Schedule for 1901 with a view to secure greater accuracy in the returns of the insane, a change was made by substituting the term "feeble-minded" for "idiot." This change was adopted, as an experiment, at the suggestion of persons officially concerned in the guardianship of the insane, who represented to us that the substitution would certainly lead to greater accuracy in the returns—the term "idiot" being regarded as opprobrious, and as likely to cause concealment of the truth.

Whilst unfortunately this substitution has on the one hand destroyed the comparability of recent returns with those of previous censuses, still, on the other hand, there is little doubt that the numbers, as regards children, last obtained approach more nearly to accuracy than did the numbers obtained under the former system. For although a parent might perhaps be forgiven for failure to brand as an idiot a child for whose recovery there remained some ray of hope, it can scarcely be imagined that he would willingly acknowledge the existence even of "feeble-mindedness" among his family to a greater extent than truthfulness would require.

The term "feeble-minded" may be useful in the classification of cases of lunacy, but the effect of its adoption on the Census Schedule has, as already stated, been to destroy the value of the census statistics of mental unsoundness in 1901 for comparative purposes. It is

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evident that large numbers of persons who would not have been returned either as idiot or imbecile or lunatic were returned as feeble-minded in the Occupiers' Schedules at the last census.

Date of Census.	Persons.		Males.		Females.	
	Number enumerated as Insane.	Proportion per million living.	Number enumerated as Insane.	Proportion per million living.	Number enumerated as Insane.	Proportion per million living.
1871 - - - - -	69,019	3,039	32,874	2,973	36,145	3,102
1881 - - - - -	84,503	3,253	39,789	3,148	44,714	3,353
1891 - - - - -	97,383	3,358	45,392	3,230	51,991	3,478
1901 - - - - -	132,654	4,078	62,033	3,946	70,591	4,202

The total numbers of the insane enumerated at the censuses in 1871, 1881 and 1891 were successively 69,019, 84,503 and 97,383; and the proportions of insane to a million of the total population were successively 3,039, 3,253 and 3,358.

In 1901, the enumerated number of the insane, influenced without doubt by the change of nomenclature, increased to 132,654, and the proportion to a million of the total population rose to 4,078. The increase in the proportion of the enumerated insane to a million of the population was 7·0 per cent. between 1871 and 1881, and fell to 3·2 per cent. between 1881 and 1891. Between 1891 and 1901, however, under the changed nomenclature, the increase in the proportion to population was equal to 21·4 per cent., affording presumptive proof that the substitution of "feeble-minded" for "idiot" has destroyed the value of this enumeration of persons returned as mentally unsound for comparison with the results obtained at previous enumerations.

It has been admitted that the substitution of "feeble-minded" for "idiot" in the census schedule may have produced figures, as regards children, which more approximately represent the proportion of the population that are mentally unsound, although even this may be open to doubt, on grounds that we shall presently discuss.

At each of the four censuses at which a return of the insane has been obtained, the rate of recorded insanity to population has been distinctly higher among females than among males. The proportion of the male insane rose from 2,973 per million of the male population in 1871 to 3,946 per million in 1901; the proportion of the female insane increased from 3,102 per million of the female population in 1871 to 4,202 per million in 1901. In equal numbers living there were 1,043 female to 1,000 male insane in 1871; 1,065 to 1,000 in 1881; and 1,077 to 1,000 in 1891. The relative proportion of the female insane declined, however, and did not exceed 1,065 to 1,000 males, in 1901.

Ages.	Insanity Rate per 1,000 living at several Age-groups at the last four Censuses.				Increase or Decrease per cent. of Insanity Rate in Intercensal Periods.		
	1871.	1881.	1891.	1901.	1871-81.	1881-91.	1891-1901.
All Ages - - - -	3·039	3·253	3·358	4·078	+ 7·04	+ 3·23	+21·44
Under 15 years - -	0·583	0·581	0·509	0·629	- 0·34	-12·39	+23·58
15-25 - - - -	2·298	2·161	2·002	2·388	- 5·96	- 7·36	+19·28
25-45 - - - -	4·498	4·789	4·756	5·263	+ 6·47	- 0·69	+10·66
45-65 - - - -	6·158	7·205	7·831	9·037	+17·00	+ 8·69	+16·04
65 years and upwards -	6·950	8·090	8·612	11·922	+15·01	+ 7·65	+38.43

The figures in the foregoing table show clearly that, while during the twenty years 1871-91 the proportion of the enumerated insane at all ages continued to increase, the increase was relatively smaller in 1881-91 than it had been in 1871-81. The fact, moreover, that the proportion of insanity showed an actual decline under twenty-five years of age in 1871-81, and under forty-five years in 1881-91, whereas the increase in the twenty years was practically confined to the ages above forty-five years, lent probability to the assertion that much of the increase of recorded insanity was really the result of what has been described as accumulation, due to the decrease of mortality among the insane.

At the census in 1901 the proportion of the enumerated insane showed a marked increase at each of the five age-periods. This increase was relatively largest among those under fifteen years of age, and above the age of sixty-five years. It had been noted and proved that the numbers of idiot or imbecile children enumerated at previous censuses were considerably understated, and it may be presumed that the substitution of the term "feeble-minded" for "idiot" has resulted in a more correct enumeration of mentally unsound children. As regards the enumerated insane above the age of sixty-five, however, it is doubtful whether the result of the change has been in the direction of greater accuracy. There has evidently been less hesitation in returning elderly persons of failing mental intelligence as of unsound mind in consequence of the suggested use of the term feeble-minded. The term, moreover, is one which it is obviously difficult to define, and it is not easy to estimate the true value of the increased numbers resulting from the change.

The table shows that, while the recorded increase of the insane at all ages between 1891 and 1901 was equal to 21 per cent., it was 24 per cent. among children under fifteen years of age, and 38 per cent. among persons aged upwards of sixty-five years; between fifteen and twenty-five the increase was 19 per cent., while it was respectively 11 and 16 per cent. at the age-periods 25-45 and 45-65.

It will now be well to consider under what conditions the 132,654 insane were enumerated at the Census of

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1901, and to compare the figures with the results obtained at the previous census. Of the total insane, 86,797, or 65·4 per cent., were enumerated in public lunatic asylums against 66·6 per cent. in 1891; 3,689, or 2·8 per cent., in private asylums, against 4·7 per cent. in 1891; 14,972, or 11·3 per cent., in workhouse establishments, against 10·9 per cent. in 1891; and 27,196, or 20·5 per cent. including a large proportion in receipt of out-door relief, were enumerated outside those institutions, residing with relatives or others, against 17·8 per cent. in 1891.

Where Enumerated.	Number of Insane.		Increase or Decrease per cent.	Proportion per 1,000 of the Insane.	
	Census of 1891.	Census of 1901.		Census of 1891.	Census of 1901.
Total - - -	97,383	132,654	+ 36·2	1,000	1,000
Public Lunatic Asylums* - -	64,881	86,797	+ 33·8	666	654
Private Lunatic Asylums - -	4,595	3,689	− 19·7	47	28
Workhouses - - - - -	10,592	14,972	+ 41·4	109	113
Elsewhere - - - - -	17,315	27,196	+ 57·1	178	205

* Comprising County and Borough Asylums, State Asylums, Lunatic Hospitals, Idiot Asylums, and the Imbecile Asylums under the jurisdiction of the Metropolitan Asylums Board.

The accompanying table shows that the total number of the insane enumerated in 1901 exceeded the number returned in 1891 by no less than 36·2 per cent.; the increase in those in public lunatic asylums was 33·8 per cent., while the number in private asylums showed a decrease of 19·7 per cent. The increase of the insane in workhouses was 41·4 per cent., and among those enumerated outside these public institutions it was no less than 57·1 per cent. It should be noted that the increase in the number of inmates of public asylums could not be due to the change of nomenclature to which we have called attention, and that the marked decrease in the inmates of private asylums is obviously due to other causes. Bearing in mind, however, the constant tendency to transfer the insane from workhouses to special public asylums, and the decline in previous intercensal periods in the numbers of the insane enumerated outside these institutions, it is impossible to avoid the conclusion that the adoption of the term feeble-minded in place of idiot has caused a large increase in the enumerated number of the insane, which cannot be accepted as trustworthy evidence of actual increase of existing insanity.

The marked increase during recent years in the numbers and proportion of the insane under control and treatment in public asylums, concurrently with the marked decline in the proportion of the insane retained in workhouses, or living with relatives in receipt of out-relief, is still more distinctly shown in the following table which deals with this classification of the insane reported upon by the Lunacy Commissioners on the 1st January in 1881, 1891, and 1901. The proportion of the total insane known to the Lunacy Commissioners who were in public and state asylums was 64·2 per cent. in 1881, and increased to 70·4 in 1891, and to 76·5 per cent. in 1901. The percentage in Licensed Houses and Registered Hospitals was 10·3 in 1881, 9·4 in 1891, and further fell to 7·3 in 1901. In workhouses 16·5 per cent. of the total insane were located in 1881, while the proportion fell to 13·0 per cent. in 1891, and to 10·6 in 1901. Lastly, the out-relief insane and private single patients declined from 9·0 per cent. in 1881, to 7·2 and 5·6, respectively, in 1891 and 1901.

Where maintained.	1st January, 1881.		1st January, 1891.		1st January, 1901.	
	Number.	Proportion per cent	Number.	Proportion per cent.	Number.	Proportion per cent.
Total - - - - -	73,113	100·0	86,795	100·0	107,944	100·0
In Public and State Asylums	46,871	64·2	61,084	70·4	82,536	76·5
In Registered Hospitals and Licensed Houses.	7,574	10·3	8,199	9·4	7,928	7·3
In Workhouses - - -	12,093	16·5	11,259	13·0	11,389	10·6
Out-Relief Insane and Private Single Patients.	6,575	9·0	6,253	7·2	6,091	5·6

With a view of testing still further the effect of the recent substitution on the numbers of the enumerated insane in 1901, a special comparison has been made of the cases not returned in institutions in 1891 and in 1901, in the three counties of London, Devon and York. It appears that the number of cases not in institutions rose in these three counties from 3,740 in 1891 to 5,912 in 1901, the increase being equal to 58·1 per cent., against 57·1 per cent. in the whole of England and Wales. Under the age of 15 the increase of cases not in institutions, specified in the table, was equal to 39·7 per cent.; between fifteen and twenty-five years it was 57·1 per cent.; between twenty-five and forty-five years 51·8 per cent.; between forty-five and sixty-five years it was 56·9 per cent.; whereas among the insane above the age of sixty-five years, the number in these counties more than doubled, the increase being equal to 136 per cent. It can therefore scarcely be doubted that a considerable proportion of the

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elderly persons returned at the last census as feeble-minded were suffering from senile debility rather than insanity.

The following table throws further light on this point:—

Year.	Number of Insane.						Deficiency per cent. of numbers returned by Lunacy Commissioners.		
	As enumerated at Census.			As returned by Lunacy Commissioners.					
	Persons.	Males	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.
1871 - -	69,019	32,874	33,145	56,755	26,009	30,746	17·8	20·9	14·9
1881 - -	84,503	39,789	44,714	73,113	32,973	40,140	13·5	17·1	10·2
1891 - -	97,383	45,392	51,991	86,795	39,162	47,633	10·9	13·7	8·4
1901 - -	132,654	62,063	70,591	107,944	49,188	58,756	18·6	20·7	16·8

In 1871 the number of cases of lunacy of all classes known to the Lunacy Commissioners was 17·8 per cent. below the number of insane enumerated at the census in that year; in 1881 the deficiency in the Lunacy Commissioners' number compared with the census number had declined to 13·5, and in 1891 this deficiency had further fallen to 10·9 per cent. Under the influence of the substitution of "feeble-minded" for "idiot" in the Census Schedule, the excess above the number reported by the Lunacy Commissioners rose again to 18·6 per cent. in 1901, and actually exceeded the excess thirty years before, notwithstanding the constant transfer during that period from out-door relief to workhouses or to public asylums. There appears, therefore, to be unquestionably good ground for declining to accept the large increase of the insane returned in the Census Schedules in 1901 as a trustworthy indication of a real increase of insanity.

The figures however, in the following table, showing the mean annual rate of existing certified cases per million of population, and the percentage of increase of this rate in quinquennial periods since 1859, which are abstracted from the Annual Reports of the Lunacy Commissioners, are not without interest:—

Quinquennial Periods.	Mean Annual Proportion of Insane reported by Lunacy Commissioners per million of Population.			Increase per cent. between the Quinquennial Periods.		
	Persons.	Males.	Females.	Persons.	Males.	Females.
1859-63 - - - -	1,972	1,840	2,097			
				12·9	13·2	12·7
1864-68 - - -	2,226	2,083	2,363			
				11·7	12·2	11·2
1869-73 - - -	2,486	2,337	2,627			
				7·5	6·5	8·5
1874-78 - - -	2,673	2,488	2,849			
				5·2	4·8	5·4
1879-83 - - - -	2,811	2,607	3,004			
				3·9	4·1	3·7
1884-88 - - -	2,920	2,714	3,116			
				2·4	2·9	1·8
1889-93 - - -	2,989	2,793	3,173			
				5·1	5·7	4·6
1894-98 - - -	3,141	2,952	3,318			
				6·2.	6·5	6·0
1899-1903 - - -	3,336	3,143	3,517			

The table shows that the percentage of increase of the cases known to the Commissioners steadily fell from 1859 to 1893, since which it has persistently risen. For instance the mean annual proportion of insane in 1864–68 was 12·9 per cent. higher than it had been in the preceding quinquennium; whereas the mean proportion in 1889–93 was only 2·4 per cent. higher than that in 1884–88. In 1899–1903, however, the mean annual proportion showed an excess of 6·2 per cent. upon the proportion in the preceding five years 1894–98.

Census statistics of insanity show the increase during recent years in the existing number of the insane, but they do not explain its cause. It is undoubtedly to a large extent an accumulation of cases, due to the skilled treatment in asylums, which has caused a decline in the mortality of the insane, and a consequent increase in their duration of life. Dr. William Farr, formerly a superintendent in the General Register Office, wrote more than sixty years ago:—"There may be ten times as many lunatics in civilised as in barbarous countries and times; not because the tendency to insanity is greater, but because the lunatics live ten times as many months, or years."* The following table shows the proportional age-distribution of the insane, enumerated in England and Wales at each of the four censuses in 1871–1901, and exhibits a marked and comparatively steady increase in the proportions at the advanced ages.

* See Dr. Farr's Paper entitled "Report on the Mortality of Lunatics," read before the Statistical Society in 1841.

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Ages	Persons.				Males.				Females.			
	1871.	1881.	1891.	1901.	1871.	1881.	1891.	1901.	1871.	1881.	1891.	1901.
All Ages - - - -	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000	1,000
Under 15 years - - -	69	65	53	50	83	81	66	61	57	51	42	41
15-25 - - - - -	139	125	115	115	152	142	137	133	127	109	96	99
25-45 - - - - -	386	381	377	367	395	396	390	385	377	370	364	351
45-65 - - - - -	298	316	334	332	278	238	308	309	316	341	357	351
65 and upwards - - -	108	113	121	136	92	93	99	112	123	129	141	158

Out of 1,000 enumerated at all ages, the number under the age of twenty-five declined from 208 in 1871 to 165 in 1901; at the ages 25–45 the number declined from 386 in 1871 to 367 in 1901; at the ages 45–65, however, the number increased from 298 in 1871 to 324 in 1891 and was 332 in 1901; while the proportion of the insane aged upwards of 65 years rose steadily at each successive census from 108 in 1871 to 136 in 1901. The largest increase in the proportion of the enumerated insane above the age of sixty-five occurred between 1891 and 1901, and was probably due partly to the increased longevity mentioned above, and partly to the inclusion of many old persons as "feeble-minded" who would not have been returned as insane under the previous headings "Lunatic," "Idiot" or "Imbecile."

Having regard to the result of the substitution of "Feeble-minded" for "Idiot" in the Occupier's Schedule on the statistics of insanity derived from the census returns in 1901, the question of the maintenance of this change will call for serious consideration when the time arrives for devising the schedule for the next census."

4739. (*Chairman.*) You are a Fellow of the Royal College of Physicians, and you are Superintendent of statistics at the General Register Office?—Yes.

4740. We shall be much obliged if you will tell us shortly how the statistics as regards the insane and feeble-minded are collected?—May I read the *précis* I have made? At the request of your secretary I attend here to-day as one of the Commissioners for the Census of 1901, and I now beg leave to put in the general report on that census. At each census since 1871 statements have been published of the number of persons returned as of unsound mind in the population of England and Wales. And for the sake of uniformity the figures for 1901, such as they are, concerning the insane will be found in the present report (p. 155 *et seq.*) It may be stated at the outset, that the machinery of an ordinary census is totally unfitted for ascertaining the number of the mentally defective in a community; and I should impress that upon the Commission very strongly. A copy of the "Occupier's Schedule," with accompanying instructions for its completion, will be found at pages 321-2, from which it appears that the occupier or head of the family is the person charged with the duty of filling in the requisite particulars. It is probable that, according to his instructions, the enumerator has in some cases taken pains to correct erroneous returns; but when all circumstances are considered, it is unreasonable to rely on such checking as a means of securing accuracy in a return of mental unsoundness in a family, especially in the case of its younger members. Except in the case of lunatic asylums (for which the returns are undoubtedly accurate) the data collected at the census concerning the amount of mental unsoundness in the English population are in my judgment entirely unreliable.

4741. With regard to this report which you have been so good as to put in, that informs us that up to 1871 the insane were not specifically mentioned in the returns?—That is so; other infirmities were, but not insanity.

4742. After 1871 until 1901, it was "Imbecile," "idiot," or "lunatic," which were mentioned?—That is so.

4743. And this last time, in 1901, for the first time the word "feeble-minded" was used, instead of "idiot"?—That is so.

4744. Does your opinion, that it is unreliable, mean that the returns are unreliable both as regards the feeble-minded and as regards, formerly, the imbecile or idiots?—Certainly; as regards persons of unsound mind altogether, the returns are unreliable; but I wish to except, and especially except, the returns of the lunatic asylums, which, in my judgment, are of great value.

4745. With regard to the returns from the Poor Law Guardians, do you consider those reliable?—I have no means of forming an opinion at present; I do not see them.

4746. But undoubtedly the returns from occupiers of houses you consider not trustworthy at all?—I am quite sure they are unreliable.

4747. But you are of opinion, are you not, that the substitution of the word "feeble-minded" for "idiot" has certainly made the statistics fuller than they were before?—That is my opinion.

4748. That people do not mind calling their children "feeble-minded," but they would refuse to call them "idiots"?—I think they would mind it much less.

4749. That refers also to old people, does it not?—Yes.

4750. I see the report states: "It should be noted that the increase in the number of inmates of public asylums could not be due to the change of nomenclature to which we have called attention, and that the marked decrease in the inmates of private asylums is obviously due to other causes." Have you any explanation of that decrease in private asylums?—Nothing further than is stated in the report. I have nothing to add to that.

4751. Is it the case then that the increase in recent years in the numbers and proportion of insane under control and treatment in public asylums, coupled with the marked decline in the proportion of the insane retained in workhouses or living with relatives or in the receipt of out-relief, gives us any indication of what is happening?—I think it means a transference probably from workhouses to lunatic asylums.

4752. Merely a transference?—I think so very largely. I think it may be accounted for in that way.

4753. (*Mr. Dickinson.*) I suppose, when you say it is unreliable, you mean that it does not to any extent give the full number of persons who are feeble-minded?—I think so.

4754. You presume that it is very much larger than what the census figure gives?—I think it probably is. I have no means of ascertaining that, of course.

4755. I notice that you give the number of lunatics, as appearing from the Lunacy Commissioners, to be 107,944. That is copied from their reports. That is the figure that gives the number is it not?—Yes, reported upon by the Lunacy Commissioners. You will see it in the centre of that first paragraph.

4756. That is 107,944 at January, 1901?—Yes.

4757. That is the number of lunatics who are known to the Lunacy Commissioners?—That is so.

4758. Wherever they are; in prisons or anywhere else? —Yes. You will find the details below—in public and State asylums, registered hospitals and licensed houses, in workhouses and out-relief.

4759. There are no prisons mentioned there?—I presume there are none in the prisons, but I do not know without inquiring

4760. There is Broadmoor and there are other prisons? —I should have to refer to the particulars of the census in order to answer your question, but I presume that the total is really inclusive of all.

4761. Then the total in the census, of those persons who have been reported under one head or another is 132,654. That appears on page 156?—Yes, that would be so; simply the number returned.

4762. The difference between those two figures is 24,710. I suppose that a certain proportion of the 24,710 would include lunatics as distinguished from the feeble-minded. There are more lunatics, are there not, in the country than the 107,000?—I am speaking in the presence of two Lunacy Commissioners, and I would rather you would ask them that question. It is quite impossible for me to answer that. If I did it would be my mere personal opinion. I do not pretend to be an expert in lunacy at all.

4763. But still, you know where the returns come from. They come from the occupiers of the houses?—Yes.

4764. And they would return lunatics, I presume, whether those lunatics were certified or not?—They would return them according to the instructions at the back of the census schedule which you will find at page 321.

4765. I was going to ask you on that—page 322, is it not?—The actual schedule is page 322, the instruction relating to infirmities appears at the head of the schedule.

4766. What are the instructions with regard to lunatics?—They are very general, and are intended to be observed, not only by the head of the family, but by the enumerator.

4767. Where are they? The only instructions they have are in Column 10. There is no explanation, such as there is with regard to the other subjects?—It was impossible to get more into the pages than we have got.

4768. I am only anxious to know what the occupier has called to his mind. He has no information as to how he is to fill up the column?—No; beyond what you have at the head of column 10. No. 3 is "lunatic," No. 4 "imbecile," "feeble-minded." He has to classify in that way.

4769. When he fills this up, does he put "No. 4" against it if the child is imbecile or feeble-minded, or does he write the word?—I take it he would have to write the precise infirmity, if any.

4770. To write "lunatic"?—One or the other.

4771. And they would write "lunatic"?—I think so, probably "lunatic," "imbecile" or "feeble-minded," at his discretion. You must remember that the schedules are filled up frequently by persons who are exceedingly illiterate; they do not understand the meaning, and I presume the idea is that the enumerator should explain as far as he can, he himself being not always an educated person.

4772. In the old form, was the heading of column 10 "imbecile or idiot"?—The term "feeble-minded" has in the recent census been substituted for "idiot," but you will allow me to read that bit for you. "For the first time at the census of 1871 the householder or occupier was asked to state whether any member of his family suffered from mental unsoundness; this form of enquiry was repeated without change both in 1881 and in 1891, and consequently the statistics of mental unsoundness published at the three censuses, 1871, 1881, and 1891, admit of comparison. In arranging the occupiers schedule for 1901 with the view to secure greater accuracy of the returns of the insane, a change was made by substituting the term "feeble-minded," for "idiot."

4773. I am right in saying that on the form you still maintain this heading (1) Deaf and dumb, (2) Blind, (3) Lunatic, (4) Imbecile, feeble-minded; only in the "feeble-minded" one you put "imbecile, feeble-minded," instead of "imbecile or idiot"?—That is so.

4774. In filling up the column I suppose the person writes: "feeble-minded"?—He may do so. As I tell you, the column has to be filled up by persons who are very frequently illiterate and whether they put down one word or the other I do not think matters very much to them.

4775. You think the increase in the numbers has been due to the fact that they have been more willing to write "feeble-minded" than to write the word "idiot," as they did before?—I think that is so.

4776. You have not made any attempt to count the number of feeble-minded?—No.

4777. You count the column "imbecile, feeble-minded"? —They are together. I should like to know, if there is one, the difference between "feeble-minded" and "imbecile."

4778. There must be some difference in the mind of the public because you have drawn attention to this remarkable increase?—No, between "imbecile" and "feeble-minded" I see no difference.

4779. You attach the importance to the word "idiot"? —Yes, it is offensive.

4780. I should think "imbecile," was also offensive? It would be to an educated person.

4781. They could have written "imbecile" before? —The term "feeble-minded" is considered to be less opprobrious than "idiot."

4782. (*Mr. Loch.*) I understood that the returns in regard to the imbeciles, if we call them that, were almost necessarily insufficient. Have you any suggestion by which a return or special census might be made of what we might call people of unsound mind. Suppose it were a problem set to yourself, what would you suggest might be done?—Under the present conditions I have no suggestion to make. I can conceive of certain conditions.

4783. Can you explain?—I certainly have a great deal of hope in the future of the County Council system. I think very probably you have the key to getting over the difficulty there. I mean to say that when they are developed in such a way that unification of areas and co-ordination of duties might be brought about, I think then probably you will be able to bring the authorities in touch with the people in such a way that it may be possible to carry out such an inquiry as this. At present I am sure it is impossible.

4784. In the meantime, would it be at all possible to do this—to appoint, not a more or less uneducated enumerator, but a man who would understand this particular business, and ask him to act as enumerator and to make such inquiries in the place as might lead to his making a kind of classification of cases, on the lines of a return?—Do you mean by taking a sample of the population?

4785. I mean, in the first instance by taking a sample. Suppose one took a town like Manchester, and divided it between four or five men, who, knowing the business of this department, would serve as enumerators and then asked them to make the best of an enumeration? Would that be possible?—I think that might be practicable; probably better in the rural districts than in the large urban districts, because of the shifting character of the population in a city like Manchester. As you know, the population shifts very quickly.

4786. If the census were quickly made, the shifting would be comparatively small?—Yes.

4787. Would it be possible to do it quickly, the men being already, by their professional knowledge, in some degree aware of the facts?—I should think it might be done, and I think the figures you would get in that way would be more accurate than the figures you would get by an ordinary census; but even then I can quite imagine the figures would be untrustworthy.

4788. The school information, to a certain extent, would be available as a certain check, so that it would be a post-school census; that would be a help?—Yes.

4789. And to a certain extent the poor law entries would

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be available, and the public institution entries, the lunatic asylums?—I had that in my mind when I was suggesting that in the future, when the county and district councils get into full operation, you will have co-ordination of duties which are now performed by several authorities and their officers.

4790. Do you think, if a broad line were taken such as "unsound mind," with subdivisions, that there would be much difficulty in making the census by reason of the difficulty of definition?—I think you would have an improvement.

4791. (*Mr. Greene.*) Are there any parts of the census return, which deal with the classes of life—the social station of the feeble-minded?—No.

4792. Have you any detail of the census return which shows the number of feeble-minded or imbecile in the rural districts, as contra-distinguished from the urban districts?—Yes, that can be ascertained from the tables.

4793. What tables are those?—This general report is really derived from a very large number of tables which are too bulky to put in. I have the figures, if you wish to have them.

4794. I have before me the summary tables, but I cannot find there the separation that I am asking for. Pitching upon any county, the first that comes before my eyes is Herefordshire; is there any table, or could you refer me to any table, which would show how many imbecile or feeble-minded there were, and whether they were in institutions or not?—Yes, by means of the so called "County Parts," which are published separately.

4795. Then it would be a matter of clerk's work, almost, to take out from the Census Returns information which would enable us to see how many imbecile and feeble-minded there were in any particular part of any particular county?—I cannot say so closely as that, but certainly as regards the counties

4796. Sub-dividing the counties, I should like to know whether the feeble-minded abound in the towns or in the rural districts? Is there a Return which would show that?—I think not.

4797. I suppose you have no Report made which would tell us whether the feeble-mindedness has been returned as preponderating in any particular counties?—No, nothing beyond this Report and the Tables that I refer to.

4798. It would require clerk's work to get it out, but it could be done?—It could be done, and if not from the published Tables, certainly from the data we get from the Census. It would be rather an expensive process.

4799. With regard to the Returns which I have before me here of the number of deaf and dumb, lunatic and feeble-minded in the different counties, is there any way of finding out how many of them were in institutions, and how many not.?—Yes, from the Institution Tables.

4800. But that would have to be got out, and that would be a matter involving expense and some little time?—Yes, I think it would.

4801. It has been suggested that certain counties should be grouped—that we should endeavour to get at figures of information with reference to the counties by ascertaining how many feeble-minded persons there were in each of those counties, and seeing what provisions could be suggested in respect of them. Is there any way you could assist in getting such information as that?—Yes, I think I can give you the Tables themselves, or, at any rate, the figures.

4802. So that, supposing we wanted to group Kent and Sussex, say, as an illustration, and find how many feeble-minded people there were returned in those two counties, you would be able, from the figures you have got, to let us know how many were in public institutions, how many in private, or how many were elsewhere?—Yes, I believe so.

4803. I see, on page 283 of the Summary Tables, the total number of "Imbecile or Feeble-minded" in the whole country is 48,882?—Yes.

4804. You also state, on the same page, that you have included in that those who were "Imbecile or Feeble minded from childhood"?—Yes.

4805. The "childhood" Table shows that there were 10,254 persons who, from childhood, were feeble-minded, *stated* to be.

4806. I see from those Tables you say 442 children under five and 2,069 between five and ten years of age. If you turn to the Table of the "Imbecile or Feeble minded' just above it, there are no persons, under fifteen according to that which had not been born imbecile or feeble-minded. Imbecility or feeble-mindedness seems to supervene after the age of fifteen?—The only thing I can say is that the facts are those returned in the schedules.

4807. I wanted to see what inference I could draw from the figures you have supplied. I suppose the inference is that up to fifteen years of age the Census Return shows that all the feeble-minded or imbecile people we have in this country had been born so?—Yes, it is consistent with that.

4808. They have been dealt with, up to fifteen, as if they were all born imbecile or feeble-minded?—That would be my inference.

4809. We see that the numbers increase after that. It looks as if there were a supervening, or subsequent, imbecility coming upon them after that age?—At ages 15-45 the proportion to population are nearly stationary; after 45 they increase rapidly.

4810. If that is so, I want to find out whether there would be any way of checking those figures by returns from schools, because one would like to know whether any information of this sort has come from the educational authorities?—Of course that would mean a very, very elaborate analysis of the whole returns.

4811. May I take it from you that, according to these figures, there were, at the census of 1901, only 6,357 imbecile or feeble-minded children under the age of fifteen years?—You observe, I daresay, that in the preceding Table there are a number of lunatics.

4812. I am casting aside lunatics altogether; I am only wanting to see the imbecile and feeble-minded. I want to see whether the result of that return is not to show that there were in 1901, only 6,357 feeble-minded people under the age of fifteen?—Yes, according to the figures.

4813. It has been suggested that there are 100,000 feeble-minded children, I think, in London alone, or the Metropolitan District alone. If there is any foundation for such a figure as that, your census figures must be hopelessly in the wrong?—Yes.

4814. I do not know whether you would be disposed to offer an opinion as to whether the 100,000 is an erroneous computation, or your figure is nearer to the fact?—I should be very sorry to offer an opinion at all. It is rather hard to be cross-examined on figures which I have myself, in so many words, condemned as untrustworthy. I cannot answer for the figures.

4815. My object is just to see how absolutely useless these figures must be to us, or else how dangerous it is for us to rely on mere computations. I do not know that it is absolutely a matter which you could explain, but are the combinations of infirmities disclosed in particular counties and particular districts?—Yes, you find the figures for the counties in that table.

4816. Any sub-division could be got?—They can be got for Administrative Counties and County Boroughs, and for Metropolitan Boroughs.

4817. I make myself a very small number of combined infirmities—not more than 802 of deaf and dumb feeble-minded, and blind feeble-minded, and so on—only 802 in England?—According to the figures.

4818. My attention has been called to the fact that on page 285 the figures for the administrative county of London, including the city, are set forth?—Yes.

4819. They are represented by 3,496 imbecile or feeble-minded?—Yes.

4820. The total in England and Wales is 48,882?—That is so.

4821. Can you tell us, or have you any means of ascertaining, how many children, imbecile or feeble-minded, were in the schools of the Metropolitan area at the date of this census?—Probably the Education Committee of the L.C.C. could furnish the information.

4822. The number that has been given us, I think, here in evidence is 4,000 odd.

4823. (*Mr. Hobhouse.*) 4,000 in one and 8,000 in the other.

4824. (*Mr. Greene.*) Those figure may have been arrived at subsequent to the date of the census?—They may have been.

4825. Therefore they would be illusory. Taking the metropolis, according to your figures, there are of all the people in England that were imbecile or feeble-minded (amounting to 48,882), 3,496 in the Administrative County of London or the City?—Yes.

4826. Can I, in a similar way, by taking particular towns in the country, such as Liverpool or Manchester, find how many there were counted for the census so as to compare it with what has been stated here?—Quite so—you have the facts here on that very page.

4827. It is a mere matter of working out for oneself?—Yes.

4828. There is one matter which struck me, though it may be only a matter of curiosity; turning to the Table of "Imbecile or Feeble-minded from childhood," page 283 of the Summary Tables, I see that there were nine married men who had been feeble-minded from childhood, and had attained the ages of between forty-five and fifty-five. Can you explain how feeble-minded men could become married like that?—We find some women of that age too—six married women, and there are a few widows, all feeble-minded from childhood, but yet married.

4828a. You cannot suggest how they could have got into the married relation?—No. I say these figures are to my mind so very unreliable that I have scarcely considered that question.

4829. That enables me to see that we must go to some other sources?—I admit it absolutely. I am very sorry I cannot give you more information than I do.

4830. (*Mr. Hobhouse.*) You answered in reply to Mr. Loch that you would like to see special enumerators employed?—Pardon me, I did not intend to say I would like to see it. His question was, as I understood it, "would it be practicable?" I say yes, I think it would be practicable, but I think the carrying out of such a plan would be attended with such very considerable cost that it would be a question for the authorities to consider whether it would be worth while; that is all.

4831. It is clear that neither you nor we can be satisfied of the full accuracy of the figures which appear in the census returns?—No.

4832. (*Mr. Byrne.*) And yet you would consider it an important matter, would you not, that the State should have knowledge as to the number of imbecile or feeble-minded persons?—Desirable, for many reasons.

4833. A matter of the very highest importance?—A matter of importance.

4834. Of very much greater importance than knowing how many iron workers and puddlers there were?—It is difficult to assess the value of the information. I should like to see it. I could not compare the importance of the two.

4835. You get it very accurately for trades and industries, and that is set out at great length. Surely the mental condition of the people is of far greater importance than whether they are engaged in one branch of industry or another. Could you imagine any subject of enumeration in the census more important than the mental health of the community?—I think there are other points which should be inquired into, of quite as great importance.

4836. You will not go further than to say it is of importance?—It is desirable, I think.

4837. And worth while taking a little trouble to bring out. If it is worth while bringing out do you think it is the case that it will have to be brought out by a reconsidered and better schedule?—I do not think that an ordinary census would bring out the facts accurately whatever trouble you take with the schedule.

4838. You could not do it?—No; not under present conditions.

4839. You could surely get out the certified lunatics?—We do now. We are quite satisfied.

4840. How do you get that out?—You have one column for lunatics who are, I presume, certified?—Those who are in the asylums, certainly, are certified.

4841. Have you got people returned who are not in asylums or licensed houses?—Presumably; persons of unsound mind at any rate.

4842. But they would be few in the case of lunatics. In the case of imbeciles we know thousands of them are certified as lunatics?—Yes.

4843. In which column do they appear in the census table; for instance, an imbecile person in a Metropolitan Asylums Board Institution is certified as a lunatic, legally?—They would appear in the lunatic column.

4844. If they were uncertified as lunatics they would appear as what they are—imbeciles?—They would appear just as they were entered in the schedule.

4845. So that the effect of the change of policy of the Asylums Board in suddenly getting all their people certified has been to transfer all their people from one column to the other?—If they were so returned in the Census Schedule, certainly.

4846. Do you remember why the word "feeble-minded" was chosen? It was not in the Census Act, was it?—It was represented to us by Sir John Hibbert, a gentleman who is known to have taken very great interest in the question of lunacy in Lancashire, that it would be very desirable that the term "idiot" should be replaced by the term "feeble-minded" for the reason that, in his judgment, you would get a very much more nearly accurate return of the persons about whom it was desirable that information should be got.

4847. And the census authorities, concurring in the view, adopted it?—The Commissioners.

4848. But neither Sir John Hibbert nor the Commissioners, probably, thought "feeble-minded" was a convertible term for "idiot"—a more polite term for "idiot"?—I do not know whether that question was raised; it is some considerable time ago now. I was present at the interview.

4849. It is a matter of great importance. "Idiot" has a perfectly definite meaning, marking the lowest end of the scale of mental defect; and "feeble-minded," so far from being a synonymous term for "idiot," marks exactly the opposite end of mental defect?—Again I must refer you to the Lunacy Commissioners; I am not an expert in lunacy.

4850. That is a matter of fact, is it not?—Pardon me, there is a very great difference of opinion on that subject, and I do not feel inclined to dogmatise. I am quite sure that among experts in lunacy (and I appeal to Dr. Needham) there is a great deal of difference of opinion on that very point which you have raised.

4851. So we cannot take it for certain whether it is the case or whether it is not, that the Returns now given of feeble-minded persons are a more complete return of idiots or are something else entirely different?—I cannot tell you.

4852. (*Dr. Dunlop.*) In the Returns of individual counties you keep the lunatics, the congenital lunatics, the feeble-minded, and the congenital feeble-minded, all separately, but I see in the general summary return you drop that?—Yes. The figures are distinguished in the Summary Table.

4853. From the practical point of view you class the whole lot together?—No.

4854. The distinction in the schedule is practically worthless; as regards numbers you assume they all refer to the same thing?—They are distinguished in the Table.

4855. You cannot take the happy statement that there are only five idiots in London as a true statement of fact?—I should not be disposed to attach much importance to it.

4856. Then you are perfectly emphatic that these figures are really not dependable on the amount of feeble-mindedness, and the great reason for that is that they are loaded with "biassed error," to use statistical language?—I cannot go further than this: that we do our best to

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represent in these tables the total of the figures in the schedules. I think I must be allowed to repeat again that I attach precious little importance to them now that I have got them.

4857. There is a table on page 185 of the General Report to which I should like to call attention. You will notice in that table that the summit, or the greatest frequency, of lunacy in the three countries occurs at different ages; it is the oldest in England, intermediate in Scotland, youngest in Ireland?—Yes.

4858. The fact that such an enormous difference as that happens to occur shows you the existence of a very heavy "biassed error," to put it in technical terms?—It is stated in the text of the Census Report that the words "feeble-minded" were not substituted for "idiot" in the Irish Schedule; so that the Irish figures are not fairly comparable with those for England and Scotland.

4859. The term lunatic or feeble-minded is differently used in different countries?—I think very likely, but there again I have no knowledge outside England at all.

JAMES SCOTT, Esq., M.B., called; and Examined.

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4860. (*Chairman.*) You are medical officer of Brixton Prison?—Yes.

4861. You have had considerable experience of prison work?—Twenty-three years, fully.

4862. You have been so kind as to give us a statement of your evidence, might we place that on our notes as part of the evidence?—Yes.

JAMES SCOTT, ESQ., M.B., MEDICAL OFFICER, H.M. PRISON, BRIXTON (FORMERLY MEDICAL OFFICER OF HOLLOWAY PRISON, STAFFORD COUNTY PRISON AND MANCHESTER CITY PRISON AND ASSISTANT-SURGEON AT CHATHAM AND DARTMOOR CONVICT PRISONS), TWENTY-THREE AND A HALF YEARS' SERVICE.

During the last nine years, during which I have been connected with the London Houses of Detention, I have had to pay special attention to the state of mind of the prisoners, in order to furnish reports to the magistrates and to give evidence at sessions and assizes, etc. In making the examination necessary for these purposes I have had to deal with many feeble-minded persons, who could not be certified as insane, but who could not fairly be held fully responsible for their misdeeds. These form a fairly large class, and are a cause of great trouble and anxiety to those who have to deal with them. Many of them, in their youth, have not been kept under any control by their parents. Frequently little attempt has been made to educate them, as they are undesirable in the ordinary schools and classes, and special schools or classes are comparatively few in number. When they come to the working age, their mental defect stands very much in the way of their getting employment. They are only fit for unskilled labour, and most of them are so wanting in the power of continued application that they soon leave of their own accord, if not previously dismissed for stupidity. They are greatly wanting in initiative, and are easily influenced by others. Their moral sense is very defective, and they have little self-control or power to resist temptation when it comes in their way. They are frequently in trouble for breaking the law, and it is difficult to know what to do with them. The Judicial Authorities do not like to treat them as fully responsible, or to punish them severely. If they are sent to prison, it is usually for short periods only, so they soon return to their mischievous ways again. They are not amenable to penal discipline, and require to be treated differently from the other prisoners. When they break the rules, they cannot be adequately punished. This is rather subversive of good discipline in a penal institution. Punishment has little effect upon them. Reforming influences also fail with them usually. As they have very little self-respect, and home ties, if they have any, do not weigh much with them, they do not fear coming to prison. Indeed, to many of them, prison is rather a harbour of refuge, as they are spared the trouble of thinking how to get food and lodging. When they are at liberty, their friends do not usually welcome them, and they are quite unfit to compete with better endowed individuals in the struggle for existence. It is not at all uncommon for them to break windows, or commit a petty theft, in order to get back to prison again. They are thus a cause of great expense to the country, with little, if any, improvement to their moral natures, and without the public being adequately protected against their depredations. By their proneness to commit larceny, arson, indecent assaults on children etc., they are a constant source of annoyance, expense and danger. Many of them are quite unfit, if left to themselves, to lead decent, inoffensive lives; they require care and discipline. It is also important to consider from the point of view of improvement of the race, if any means can be taken to prevent these "undesirables" from re-producing their like. It has been proposed to effect this by sterilizing such people, by surgical operations. There are grave practical difficulties in the way of carrying out such a scheme. Some system of segregation would probably meet with less opposition, and be more generally useful.

CARE OF THE FEEBLE-MINDED.

At present the difficulty of dealing satisfactorily with many of these cases, when they break the law, is great. As the law stands at present, they cannot be brought within the terms of "the McNaghten ruling," as they know what they are doing when they commit their offences; and also know, as a rule, that they are acting illegally.

With regard to the cases which do not come before a jury, it is often difficult to get magistrates to certify them as cases requiring asylum care and treatment, as they do not show mental delusions, marked incoherence of speech, maniacal excitement, or other gross signs of insanity. Not infrequently therefore, when the magistrate who tries them for the breach of the law, acting upon medical reports or evidence, sends them to the workhouse infirmary, to be fully certified and dealt with, they are pronounced "not insane," and liberated in a fortnight or less.

Is it not worth considering whether some of these cases could not be dealt with somewhat on the same lines as the inebriate? They might be committed to the sessions if charged with certain scheduled offences, and further indicted that they, owing to defect of mind, are unfit to support, or to take proper care of themselves; and that they are, or are likely to become, a source of harm or danger to the community. If suitable institutions existed, they might then be sent there on an indeterminate sentence, and their cases considered periodically, by a competent Board.

I think it is of the greatest importance that the "mentally defective" should be taken in hand when young, and receive special school training. When they reach the age-limit for that, I think it would be advantageous if they could be medically examined. If it were then found that they had not sufficient intelligence to take proper care of themselves, or to prevent them from becoming a menace to society, I think it would be better if they could be certified, and sent to some special institution, or labour colony, where they would be under proper care and control. The certificate might be renewed periodically, and after a period of discipline at the institution, some of them might, perhaps be allowed out, on probation. If it were found that they were likely to abuse their liberty, they could be taken back to the institution.

JAMES SCOTT.

19, Raleigh Gardens, Brixton Hill, S.W.

10*th April*, 1905.

4863. (*Mr Byrne.*) I should like to know whether in your experience, which has now covered the period during which the Education Acts have become practically operative in England, you have noticed any effect of those Acts on the class of people whom you describe—have they diminished the number very substantially?—I do not think they have, as far as my observation goes.

4864. The illiteracy of these people you do not in any way impute to want of facilities for education?—No, but the inability to profit by it.

4865. Mostly congenital in character?—Yes, mostly so.

4866. Have you had the opportunity of collecting the particulars about the heredity of the feeble-minded? Have you known more than one generation coming under your care?—It is very difficult to get reliable information upon that point unless from long experience you happen to know cases. It is very hard to get reliable information as to the antecedents of the prisoners.

4867. You see their friends when they come to see the prisoners?—In cases where inquiry is necessary into the mental condition.

4868. Of course you have a good deal of conversation with them naturally?—Yes.

4869. Have you from those and other indirect methods any strong opinion in your own mind as to whether the bulk of the feeble-mindedness, the highest degrees of imbecility you see, are hereditary in character or are derived in youth from unhealthy surroundings and vice, and so forth?—I think heredity has a very great influence indeed.

4870. Is your opinion on that point so strong that you would recommend steps to be taken to prevent procreation by these people?—Yes.

4871. As a matter of procedure, supposing the steps you recommend are taken, that is to say, the indeterminate sentence is introduced, and the release of these people at the end of the terminable sentence, or at the end of their education, is rendered impossible, under what authority would you have the institutions in which they would be kept, managed?—State control, I think.

4872. Would you have all of them State institutions, or do you think that local authorities and voluntary effort might carry out any part of the work?—I think probably they might.

4873. Do you know the procedure under the Inebriates Act?—I have had some experience of it.

4874. Would that, in your opinion, be suitable?—I think in many cases that would be a very suitable form of procedure.

4875. To go through some of the details of that procedure, do you think that the institutions should be certified by some central authority, if they were not erected by Government itself?—I think they should be.

4876. And inspected by a Government authority?—Yes.

4877. Do you think they should be partially supported by it?—Yes, I think they ought to be.

4878. And that generally speaking the regulations, the diet, and insistence on work should all be enforced by Government regulation?—Yes.

4879. (*Mr. Hobhouse.*) In the last paragraph of your memorandum, you say, "it is of the greatest importance that the mentally defective should be taken in hand when young, and receive special school training." What do you mean by "special school training"?—As laid down in the Education Act, that they should have special attention paid to them, which they cannot get when mixed up with sharper and more acute children.

4880. I noticed in reading an account of a visit to America by, I think, the Lancashire County Authorities, one American summed up his views upon school training by saying that he saw no good in "putting a 5,000 dollar education into a 500 dollar head"?—I mean they require more personal attention than other children; they canno learn so quickly, they are much slower, and they should have more fresh air and exercise at work in the open air.

4881. Has it ever struck you that a great many of these people may be quite incapable of receiving any education?—Yes, I think the education wants modifying—less book-learning and more of the kindergarten style of teaching carried on.

4882. Therefore the education you propose to give would not be so much in accord with the existing Code, but you would rather create some Code?—Something adapted to their capacity.

4883. You would rather like to amend your first answer. You think there ought to be a system of education devised adapted to the capacity of feeble-minded children?—Yes.

4884. That would not be difficult?—I think not.

4885. It would probably be less costly?—Yes.

4886. Would it have to be given in schools attached to the buildings in which the children were kept?—In boarding schools, do you mean?

4887. I conceive it would be difficult to give in the ordinary board school a system of mechanical instruction fitted to the capacity of these children?—They would at least want special classes for themselves apart from the others.

4888. Would they not want more than that?—I think it might be managed with that.

4889. (*Mr. Greene.*) Your suggestion on page 276 is the only one I should like to ask about—referring to the mode of procedure against feeble-minded people, who you suggest should be committed to the sessions if charged with certain offences?—If they are committed I should suggest they should be indicted in addition as being feeble-minded.

4890. It would be like a second count in the indictment?—Yes, as the Habitual Inebriates are.

4891. And you would give due notice to the accused that he was to be charged with being a person of feeble mind?—Yes, it would be in the Calendar.

4892. He might not agree with you that he was of feeble mind?—No.

4893. You suggest that that should be tried by the jury—it is not a matter for a judge, but for a jury?—For a jury.

4894. If he really was feeble-minded, I take it it would not be much use going through all the proceedings with him. He would not understand much about it?—If he were too insane to be fit to plead, it would have come under the other law.

4895. You mean, being of feeble mind, something less than would justify his being found unfit to plead?—Yes.

4896. He might be not sharp enough to understand what he was doing?—Yes.

4897. It would not be of much use doing this unless you were to assign a Counsel to watch so that he should be protected?—No.

4898. Having been found guilty on the second count, that would be after a comprehensive view of all his life given by witnesses?—The necessary facts laid before him, and the medical evidence.

4899. Those would have been given before the magistrate in the preliminary enquiry?—Yes.

4900. Then he would have a verdict found against him. What sort of sentence do you suggest he should have?—An indeterminate one—"His Majesty's pleasure." At present we have no indeterminate sentence in law, but I think probably we shall have before very long.

4901. Then how would you treat him—as a criminal or a feeble-minded person?—As a person requiring care and control, just as a criminal lunatic.

4902. Would you put him to hard labour and subject him to the diet and inconvenience of prison treatment?—Not quite. I was presuming modified institutions, such as labour colonies, were founded, just as institution for the inebriates—modified prison life.

4903. Conviction on the first count leading to the inference that he was really a person who knew what he was doing, and conviction on the second count meaning that he was foolish and did not know?—That he required care and control.

4904. Still you would leave that to be of a punitive nature?—Modified punitive.

4905. I am looking at the expense of it. If you treat him as a prisoner, the expense might be very much less than if he had the modified treatment, regarded as non-responsible for his actions, and as being only feeble-minded?—If he were retained for all his life the punitive treatment would be too strong.

4906. (*Mr. Hobhouse.*) Would not his keep as a prisoner be greater than when kept as a person detained in a colony?—Greater as a prisoner, probably, yes.

4907. (*Mr. Greene.*) Have you had any experience

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of these colonies in addition to your very great experience in prisons?—No.

4908. Are the people you often have as prisoners people who you think could do intelligent labour or who are intelligent enough to do sufficient labour to earn money to keep themselves?—They can do labour if they are kept under continuous discipline of the proper kind. They have no initiative of their own.

4909. Are they feeble in body as well as mind?—Some of them are, but with out-door work that would largely improve—with suitable diet and out-door work the physical condition in all probability would improve very much.

4910. Have you found it necessary yourself, in the positions you have held in the gaols, to certify any people as lunatic, or give certificates as regards lunacy after conviction?—Yes, sometimes.

4911. Not often?—I cannot quite grasp your question.

4912. I want to know whether you often have to certify people as lunatics?—Only a small proportion. Latterly my work has been House of Detention work, where I have a large number to examine, but among the convicted prisoners the proportion certified as insane is very small.

4913. Is there among those prisoners who pass through your hands now in the House of Detention at all a large proportion of feeble-minded or lunatic?—Yes, a large proportion. Last year we had nine found insane on arraignment; eleven found guilty but insane, certified before trial; another, judgment respited. In addition to that, I suppose there would be over 150 returned as insane to magistrates, those who are sent for the purpose of being detained, and a considerable number of weak-minded, whom with the present practice it would be no use to certify, as they would not be detained.

4914. What becomes of those weak-mindeds?—A number of them are sent to prison. Some of them are bound over simply to come up again. Some are discharged on that account by the magistrates as not being fully responsible.

4915. In point of fact a good many get punished, but really are hardly mentally capable enough to be properly regarded as fit for punishment?—We cannot say they are wholly responsible according to the legal sense, but many who are only partially responsible are punished, as there are no other institutions for them, practically.

4916. (*Dr. Donkin.*) I think you were in the room when Sir John Batty Tuke was giving his evidence?—I was.

4917. It struck me in comparing your statement with the evidence that was given by him that there may be said to be very considerable difference of opinion on this question of certifiability and certification between you and him?—Yes.

4918. You give us what I think a most admirably clear and unambiguous statement throughout, and you give details of the class of people who, you say, could not be certified as insane. In reference to the many that you have seen, who could not be fairly held responsible for their misdeeds, do I take it rightly, when you say, "could not be certified as insane," that you mean in the present state of the law, and to some extent, or perhaps to a very large extent, owing to the fact that if they were sent to the present institutions they would be sent out again?—Yes, and also the difficulty of getting them there if they are *reported* as insane and cannot pass the doctor or the magistrate at the workhouse to which they are sent. It complicates the administration of justice. Unless there is something tangible it is no use my reporting them as insane.

4919. Whatever medical view you may have as to their psychological condition or as to certifiability, you still hold that they are uncertifiable in the present state of things, and you do not certify them—they are uncertifiable in the present state of the law?—Yes; in the present state of the practice, at least.

4920. You speak of people whose mental defects stand very much in the way of their getting employment, who are only fit for unskilled labour, and most of them are so wanting in the power of continued application that they soon leave of their own accord if not previously dismissed for stupidity; they are greatly wanting in initiative and easily influenced by others; their moral sense is very defective and they have little self-control or power to resist temptation when it comes in their way; they are frequently in trouble for breaking the law; they are not amenable to prison discipline; they are quite unfit to compete with better endowed individuals in the struggle for existence, and many of them are quite unfit if left to themselves to lead decent inoffensive lives, and they require care and discipline. I take it many persons who show most or all of these qualities are in your opinion uncertifiable according to the present practice?—Many of them would be.

4921. And yet I suppose you would admit that such a picture as even this very slight abstract that I have made of your statement is a more striking picture than some of the cases propounded to Sir John Batty Tuke by Dr. Dunlop?—Yes.

4922. I think that pretty clearly shows, does it not, that your opinion on uncertifiability varies, *toto cælo* almost from his?—Very considerably.

4923. I should like to ask one question on what you have said under "care of the feeble-minded," about the McNaghten ruling. Do you think medical men in certifying cases before juries, and in expressing an opinion on cases which come before juries, and also in the matter of certification generally, are practically limited, *i.e.*, in criminal cases, to the McNaghten ruling?—The McNaghten ruling in trials now is very much disregarded, but still it is laid down as law, and one is constantly pressed with it that that is the law as to insanity.

4924. I did not mean yourself individually. Is it, or is it not, correct to say that a large number of medical men, to be on the safe side, limit themselves by the McNaghten ruling?—Yes, I think they do in most cases coming before the courts.

4925. Do you think yourself that is desirable?—No, I do not think it at all covers the ground.

4926. Would you say that in your experience with regard to the feeble-minded such as you have described in your first paragraph, many of those do know what they are doing when they commit their offences, and know that they are acting illegally?—Yes, I think so. They know it is legally wrong, but they have very little idea of it being morally wrong.

4927. You would not say there are any large number of the feeble-minded whom you do not consider certifiable according to present practice, who would come under the McNaghten ruling?—No, there are not very many of them.

4928. Not a majority?—No.

4929. On their coming into court, you would have to say in a large number of cases that they did know what they were about—did know it was illegal?—Yes.

4930. With regard to these other cases you say that not infrequently when the magistrate who tries them for the breach of the law, acting upon medical reports or evidence, sends them to the workhouse infirmary to be fully certified and dealt with, they are pronounced "not insane," and liberated in a fortnight or less. Is it within your experience that that has happened often?—Yes.

4931. May I say very often?—Pretty frequently, yes.

4932. So much so, that it is often found a very great practical difficulty to know what to do with them?—It is, in several cases.

4933. Do you think that obtains very largely all over England?—It does happen in all parts of England, at times; in some parts more frequently than in others.

4934. Any way you consider it is an event which takes place very frequently and greatly requires a remedy?—Yes.

4935. (*Mr. Dickinson.*) Might I pursue that one step further? You say that in many of these cases, it is no use to certify?—Yes.

4936. Why is it no use to certify?—Because, unless they present the grosser signs of insanity, they will not be sent to asylums by magistrates. They have an idea that sending a person to an asylum as a lunatic is an exceedingly strong step to take, and the milder forms, where they do not show delusions or marked incoherence, and these grosser signs, they will not pass.

4937. Those are people who are sent to the workhouse ?—Many of them.

4938. When they get into the workhouse, is it the workhouse medical officer who refuses to certify them ?—In some cases it is. When the committing magistrate sends them on a detention order to the workhouse for a period not exceeding a fortnight, during that time they must be certified fully as insane or liberated.

4939. He has to commit them under that detention order ?—Because he has some information that they are of unsound mind.

4940. And yet, notwithstanding that the committing magistrate is of that opinion, and you probably have advised him, or some other medical man has advised him, to come to that opinion, the medical officer of the workhouse refuses to certify ?—In some cases.

4941. Would you say in a good many cases ?—In a fair number of cases. Some cases sent as of unsound mind are actually of unsound mind through drink at the time, and they improve.

4942. Do you see any objection to the committing magistrate having the power, when sending him to the workhouse, to certify him ?—That is done occasionally—it may be done.

4943. You see no objection to that ?—Stipendiaries in London would not have the time, they have so much to do.

4944. (*Dr. Dunlop.*) One thing about the certificate. You heard Sir John Tuke say there were two conditions necessary for certificate, one was some unsoundness of mind, the next was the requisite for care and treatment. Now you add a third condition, that is, a probability that the certificate will take effect. I think that is the extent of your view just now, is not it ?—Yes, I was speaking of cases coming before the judicial authorities; not to complicate matters, one would not certify as unsound unless one thought there was a reasonable chance of their being certified and passed on.

4945. And being cared for ?—Yes.

4946. The difficulty in the way of the certificate being given effect to, you first of all say, is in the workhouse ?—Yes.

4947. The Medical Officer of the workhouse may question it ?—Sometimes, yes.

4948. And the magistrate may question it ?—Yes.

4949. I dare say you can give us an instructive instance of a magistrate over-ruling a medical certificate as regards lunacy ?—A case in point was reported in the journal not long since of a London magistrate who insisted on discharging a prisoner against all medical advice and the prisoner promptly committed suicide.

4950. That is an instructive one; can you give us any others ?—I remember a case last year, in June: a boy of sixteen years of age was sent for me to report upon; he was diminutive physically and extremely backward educationally, he had a good deal of natural shrewdness and cunning. I received information from a lady guardian that he had a very bad family history, that he had given a good deal of trouble by his conduct. The offence for which he was sent to us was that he had taken a little child about five years of age into an unoccupied house, stripped it, and then unmercifully beaten it without any object whatever. On the boy's demeanour and family history I reported him of unsound mind. The lady guardian afterwards told me that she had to argue with the magistrates for over an hour before they would furnish the certificate of insanity to send that boy to an asylum as requiring care and control.

4951. You have no sympathy whatever with the magistrate who interferes with the purely medical or purely psychological aspect of the case ?—He has to satisfy himself as far as possible. I think it is better if he acts as a judicial authority.

4952. I am talking generally, of course ?—A good many of them have no experience, of course.

4953. Two suggestions you make; one is sterilization ?—That is completely impracticable.

4954. Then we were reduced to the other, which is segregation of this large set of weak-minded persons ?—Yes.

4955. The power of discharge after certification is a practical question. If these people are certified to be weak-minded or insane, surely the discharge from a labour colony will have to be very closely guarded ?—Yes.

4956. And be on the same lines, very much, as the King's Pleasure Lunatic or the life-sentence convict ?—Yes.

4957. Under the Home Office—under the Secretary of State ?—Yes.

4958. And a certificate of sanity required ?—Yes.

4959. You see the difference between a certificate of sanity and simply the one word "recovered" entered in the medical officer's journal ?—Yes.

4960. I dare say you find the difficulty in practice. You have referred to the present sentence of the inebriates. Are you aware of the faults of the present sentence of the inebriates ?—As an indeterminate sentence—the procedure as regards the inebriates, not the sentence ?

4961. The sentence of the inebriate leaves the authority in the difficulty of being required to liberate at the end of three years a person who is known to be weak-minded and known to be uncured ?—Yes.

4962. Do you consider prison a suitable place for the observation of lunacy ?—No.

4963. Is not a prison-cell the very worst possible place when you observe them solitary ?—It is for many cases.

4964. Association is almost always necessary for the final observation, is not it ?—Yes, it is better. I may add that a large number of our observation cases are kept in association in a hospital ward.

4965. In Scotland we have a section in one of the Lunacy Acts which is very seldom acted upon, which is to the effect that a Lunacy Certificate given in prison is a permanent one, and the person is detained until the Secretary for Scotland is satisfied that he is sane; but you have not got it in England, I understand. Would such a section be very valuable ?—I do not quite grasp what the procedure is,

4966. When a person is certified in prison, that person is detained until he is certified to be sane. Would such a provision in England be of any use or not ?—I do not think so. I think it would be better if he could be transferred to some other institution.

4967. He is transferred and put into an asylum, and there is no power of discharge from the asylum permissible except on a full certificate of sanity ?—I should not like to say off-hand without thinking it over.

4968. (*Dr. Needham.*) I see you mention, as one of the difficulties which medical men have in certifying such cases as you describe, that there are not the gross signs of insanity, such as mental delusions, marked incoherence of speech, and maniacal excitement. Do you think if there were special colonies or homes for weak-minded people, prisoners amongst others, it would be a good thing to have a medical certificate which simply stated that a person was weak-minded, unable to take care of himself or support himself, and that he required to be under care ?—Yes.

4969. Without specifying any mental facts indicating the mental unsoundness, which of course, is extremely difficult to define, as you know ?—It is, very.

4970. Do you think a certificate of that kind would be useful ?—I think it would be very useful.

4971. (*Mr. Byrne.*) With regard to the feeble-minded, especially the young persons whom you describe in the first column of your evidence, do you think that many of these defects and offences are merely brought to the public knowledge now on account of the better policing of towns, or a higher standard of behaviour, and so on, and do not indicate any public evil, or are they all things which tend to show a serious public evil; in other words are practically trifling misdemeanours now paraded before the public which were never thought much of twenty years ago ?—I think there are a good many.

4972. So there is a class of feeble-minded boy who

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may not get into any very serious harm ?—The danger is that they are bound to be influenced by others. If vicious people get hold of them they can make them do almost anything.

4973. That is the first danger ?—A very great danger.

4974. With girls the danger of feeble-mindedness is great, for obvious reasons ?—Yes, they are very easily influenced.

4975. Notwithstanding the fact that some feeble-minded people might never do any serious harm if left to themselves ?—They might not, but their power of self-control is limited, and they are so easily influenced by vicious people that they are a source of danger in that way.

4976. So that you think, in the cases which are not very serious when they first come under your notice, the danger is so great that serious steps are required ?—Yes, unless they are under proper control by their parents or others.

SIXTEENTH DAY.

Friday, 12th May, 1905.

PRESENT

The Rt. Hon. The EARL of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

T. DUNCOMBE MANN, Esq., called ; and Examined.

T. Duncombe Mann, Esq.
12 May, 1905.

4977. (*Chairman.*) You are the clerk to the Metropolitan Asylums Board, and I think you have been clerk for quite a number of years ?—Fourteen years.

4978. You have been so good as to put in a statement of evidence. Are you willing that that should go on our notes ?—Yes.

ABSTRACT OF EVIDENCE TO BE TENDERED BY T. DUNCOMBE MANN, ESQ., BARRISTER-AT-LAW ; CLERK TO THE METROPOLITAN ASYLUMS BOARD SINCE 1891.

Powers and duties of the Board.

(1.) The Board of Managers of the Metropolitan Asylum District (Metropolitan Asylums Board), consisting of representatives elected by each parish and union in the Metropolis and of certain representatives nominated by the Local Government Board, was established by an order of the Poor Law Board (now the Local Government Board) dated 15th May, 1867, pursuant to the provisions of the Metropolitan Poor Law Act 1867 (30 Vic. c. 6).

This act empowers the Poor Law Board to combine into districts the unions and parishes in the Metropolis as they should think fit for the purpose of establishing asylums for the " reception and relief of the sick, insane, or infirm, or other class or classes of the poor, chargeable in unions or parishes in the Metropolis," and to control the action of any such body by the issue of orders. The Poor Law Board and Local Government Board have from time to time issued orders for the managers' direction and guidance.

An order of the Local Government Board dated 10th February, 1875, defined the persons to be admitted into the managers' imbecile asylums as follows :—

> " The insane paupers to be admitted into the asylum shall be such harmless persons of the chronic or imbecile class as could be lawfully retained in a workhouse. No dangerous or curable persons such as would under the statutes in that behalf require to be sent to a lunatic asylum shall be admitted."

The powers of the Metropolitan Asylums Board to make provision for the feeble-minded, as distinct from the imbecile class, are derived under an order of the Local Government Board, dated 2nd April, 1897, including, *inter alia*, amongst the poor persons for whose reception and relief the Metropolitan Asylums Board was formed :—

> " Children who by reason of defect of intellect. . . . . cannot properly be trained in association with children in ordinary schools."

A further order issued by the Local Government Board dated 4th March 1903, sanctioned the retention of children provided for under the last quoted order until they reach the age of twenty-one years.

Class of persons dealt with.

(2.) The class of persons dealt with by the Metropolitan Asylums Board is the " pauper class," *i.e.*, persons for whose maintenance the guardians of the poor are or make themselves responsible.

Provision made : (*a*) Imbeciles.

(3.) In 1870 the Board opened two asylums for imbeciles, one at Caterham, Surrey, and the other at Leavesden, Herts. Before this time there were no institutions except the workhouses to which idiot or imbecile pauper children and adults could be admitted.

In 1872 the Board's smallpox hospital at Hampstead was converted into a temporary asylum and used for the reception of imbecile patients.

The first step towards the separation of children was in the year 1873, when the Leavesden Asylum Committee, having at that time the management of both the Leavesden and Hampstead Asylums, determined to transfer the children to Hampstead with a view to their being kept separate from the adults and educated under the care of a schoolmistress.

At the end of 1874 there were about 250 imbecile children under the Board's care, all at Hampstead, undergoing a regular course of training and education. A scheme to erect a distinct school elsewhere was then agreed upon, and a site at Darenth, near Dartford, was obtained on which the school was erected. Meantime temporary accommodaton was provided in a building at Clapton, where between 200 and 300 children of varying degrees of intelligence were placed under the care of a schoolmistress.

The buildings at Darenth, which afforded accommodation for 560 children, were opened in 1878. In addition to the schoolrooms, workshops were provided with industrial training for improvable patients.

The imbecile accommodation, generally, was still found to be insufficient, and the Board therefore decided to build a complete asylum for adults adjacent to the schools, which was opened in 1880.

Subsequently other blocks, termed pavilions, were erected and utilised for patients under sixteen.

Owing to the pressure on the accommodation at Darenth, premises, known as Rochester House Asylum, Ealing, were hired by the Board in 1900. Accommodation was provided for 156 children, ninty-six boys and sixty girls. The children received at Rochester House were the best of the cases from the Darenth schools.

In 1903 the Board opened the Tooting Bec Asylum, Tooting, which they had built mainly for the accommodation of imbecile patients who required infirmary treatment. A small receiving home for children was provided, adjacent to the asylum. The accommodation is for 750 patients (receiving home 36) and the Board have decided to erect additional buildings on the site to accommodate 180 more patients.

In 1902 the Board purchased the property of the South Metropolitan School District Board (on the dissolution of that body) and they decided to adopt the Brighton Road Schools, Sutton, (in future to be known as Belmont Asylum) for the accommodation of imbeciles. These premises will provide for over 1200 inmates. The unimprovable cases from Darenth Asylum will be removed to Belmont and the cases at Rochester House will be retransferred to Darenth, the Rochester House buildings being vacated.

Pending the opening of Belmont Asylum the Board have also utilised a part of the vacant Gore Farm Hospital, Darenth, for the accommodation of imbeciles.

In determining the nature of the provision to be made for feeble-minded the Board were guided by the weight of evidence submitted to the Poor Law Schools Committee, 1896, which was corroborated by the Report of the Committee on Defective and Epileptic Children, 1898. The evidence given before the first-named Committee on the subject was decidedly conflicting, but there seemed to be unanimity of opinion that the aggregation of feeble-minded children in large numbers would be harmful.

(*b*) Feeble-minded.

In their Report the Committee expressed the opinion.

> "that in fairness to the normal children as well as for the benefit of the feeble-minded, separate provision should be made for their education;"

and recommended

> "that suitable homes be provided for feeble-minded children by the boarding-out system or that they be placed in small voluntary homes specially suited for their maintenance and care."

The Committee on Defective and Epileptic Children 1898, expressed the following opinions:—

(*a*) No special provision should be made for feeble-minded children under the age of seven years. Until that age all children may be treated alike in the infant schools.

(*b*.) If placed in institutions, the number of such children should not exceed twenty, nor the age of retention exceed sixteen, and the sexes should be separated, as a rule, for all purposes except meals, lessons, and recreation under supervision.

The Board accordingly decided to provide for the children committed to their care in small homes, answering as nearly as possible to these conditions, in the vicinity of the classes provided by the late School Board for London.

At the time of the issue of the Local Government Board's Order of 2nd April, 1897, it was estimated that the number of children for whom the Board would be required to provide was 360. Subsequently, returns were obtained from the Boards of Guardians, and after examination of these it was considered that the number of feeble-minded children suitable for the training given in the special centres of the late School Board would be only about 130.

During the seven years which have elapsed since the issuing of the Order, the Board have opened six homes for feeble-minded children; three for girls, and three for boys. These homes are ordinary houses which have been purchased by the Board and made suitable for their purpose, but they are generally indistinguishable from the other houses in the respective localities.

The Board are also, as a temporary measure, using four of the cottages on the estate of their High Wood School, Brentwood, for the accommodation of these feeble-minded cases over sixteen years of age. (*A letter was subsequently received from Mr. Duncombe Mann respecting the Bridge School at Witham. Vide Appendix papers, p. 693 post.*)

(*c*) Summary.

The Board have therefore at the present time the under-mentioned institutions for the treatment of imbecile and feeble-minded persons: (*This information was subsequently brought up to date, and revised returns will be found in the Appendix papers, p. 693 post.*)

Asylums.	Normal Accommodation.			Patients under treatment, March 25th, 1905.		
	M.	F.	Total.	M.	F.	Total.
Caterham	888	1,055	1,943	886	1,050	1,936
Leavesden	827	977	1,804	809	946	1,755
Darenth:						
Training School Section for children	272	230	502	205	183	388
Industrial Colony Section for adults	450	602	1,052	438	615	1,053
Pavilions at present used for unimprovable children.	220	220	440	303	128	431
Tooting Bec Asylum:						
Adults	330	420	750	313	412	725
Additional accommodation about to be provided.	90	90	180			
Receiving Home for children	20	16	36	12	14	26
Rochester House Temporary Asylum	(temporary)			83	50	133
Gore Farm Temporary Asylum	(temporary)			214	—	214
Belmont Asylum	438	849	1,287	(not yet opened)		
TOTAL	3,535	4,459	7,994	3,263	3,398	6,661

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Homes for Feeble-Minded.	Normal Accommodation		Patients under treatment, March 25, 1905.	
	M.	F.	M.	F.
Lloyd House, Pentonville	—	20	—	20
12, Lloyd Street, Pentonville	—	8	—	7
81, Earlsfield Road, Wandsworth	—	9	—	9
60, 62, 64, Kingwood Road, Fulham	22	—	18	—
16, Elm Grove, Peckham	13	—	13	—
Surrey House, S. Ann's Hill, Wandsworth	16	—	14	—
High Wood School, Brentwood (*Cottages at*)	19	24	16	10
Total	70	61	61	46
	131		107	

Modes of admission.

(*a*) Imbeciles.

(4) A Local Government Board Order, dated 20th February, 1875, prescribed the mode of admission to the imbecile asylums as follows:—

> "Every pauper, whether upon his first or subsequent admission into an asylum, shall be admitted upon an order filled up and signed by the Clerk to the Board of Guardians of the union or parish from which he is sent to the asylum according to the form [prescribed] in the schedule to this Order;"

and directs that the order of admission shall be accompanied by the undermentioned documents, the form of which was prescribed, and which must be laid before the Board of Guardians before the admission order is signed, viz.:—

> (*a*) A certificate signed by the Medical Officer of the workhouse or district of the union or parish to which the pauper is chargeable, to the effect that from facts observed by himself and from facts communicated by others (the facts being stated) the person to be admitted is in his opinion a chronic and harmless lunatic idiot or imbecile, such as may be lawfully retained in a workhouse, and is a fit person for admission into a Metropolitan District Asylum.
>
> (*b*) A report signed by the Chairman or Vice-Chairman of the Board of Guardians of the union or parish to which the pauper is chargeable, or by some member of the Visiting Committee of such Board of Guardians to the effect that the signatory is satisfied that the subject of the report is a proper person to be sent to an asylum for imbeciles.

Besides these documents, no lunatic may be detained in the Board's Asylums without the Medical Certificates and Justices' Order for detention prescribed by the Lunacy Acts.

In the provisions of the Lunacy Act, 1890, with reference to certification, there is no mention of age, so that, strictly speaking, every lunatic, whether a child or an adult, should be certified. Until recently, however, the Board have not attempted to get imbecile children certified under the Act until they reach the age of sixteen years, as the Board have relied upon the assurance of the Commissioners in Lunacy that "it has not been the practice of our Board, however, in the case of idiot children under sixteen years, to require them to be certified or to proceed against persons taking charge of them without certificates."

As, however, it sometimes happened that the necessity for certification at the age of sixteen led to the cessation of training just when it was producing the most substantial results, the Board have recently decided that all imbecile children received at Tooting Bec Asylum (where all imbecile persons sent to the Board by the Guardians are now first received) shall be certified for permanent detention before they are transferred from the Receiving Home. If it should happen that they cannot be so certified it follows that they are not fit subjects for an institution for imbeciles, but probably for a home for feeble-minded children, where they are not legally "lunatics."

The limit of age for the admission of imbecile children is at present fixed by the Local Government Board at five years.

(*b*) Feeble minded children.

The arrangements for the admission of feeble-minded children are simple. The Board require an order signed by the Clerk to the Board of Guardians to which the child is chargeable together with a certificate signed by a Medical Officer of the Guardians to the effect that the child is, in the words of the Local Government Board Order of the 2nd April, 1897:—

> "One who by reason of defect of intellect cannot properly be trained in association with children in ordinary schools."

By their decision as to the cases to be received the Board are limited, first to those of the school age fixed by the Education Authority, namely, seven years, and secondly to those who are passed by the Medical Officer of the Education Authority as likely to be improved by the training given in the special classes.

On receipt of the admission order referred to, arrangements are made for the child to be examined by the Medical Officer of the Education Authority, and, if passed, the child is admitted to one of the Board's homes.

The Board are not empowered by the terms of the Local Government Board Order of the 4th March, 1903, to admit feeble-minded persons over sixteen years of age, and the experimental accommodation which they have provided for this class is only for the reception of cases which came into their care before the age of sixteen.

At the same time, since the date of this Order, they have been willing to admit cases of fourteen or fifteen years, who are too old to attend the classes of the Education Authority, and they have been transferred to the homes for the cases over sixteen years as soon as they have become qualified by age. These cases are not subject to examination by the Medical Officer of the Education Authority but are passed into the homes by the Medical Officer of the Board.

Discharges: (*a*) Imbeciles.

(5) In the ordinary course the patients admitted to the Imbecile Asylums are permanent cases. A certain small proportion have been discharged as cured. The proportion cannot be expected to be large, as the Board are not supposed to receive curable persons into their imbecile institutions.

(*b*) Feeble minded.

The discharge of children from the homes for feeble-minded takes place for several reasons. Firstly, upon the order of the Board of Guardians, generally on the application of the parents or next-of-kin who are willing to take charge of the child; secondly, by reason of mental deterioration, in which case the child is generally certified and transferred to an imbecile asylum; thirdly, by direction of the Board, because the child is found for moral or other reasons to be unsuitable for treatment in a small home with a limited staff. This action is generally taken in the interests of the remaining children in the home.

There are no powers of compulsory detention over feeble-minded cases after they have reached the age of sixteen years, and they therefore can claim to be discharged. Up to the present, no cases have been discharged in this way, though there is always the risk that if these persons are taught to be useful, and they, or their

relatives, find that they can earn any money, applications for discharge may be received.

Modes of dealing with cases: (a) Imbeciles.

(6) The consideration of better methods of classifying and dealing with the imbeciles placed under their care, now that more ample accommodation has been acquired, has recently engrossed the attention of the Board. Generally speaking, the patients are divided into two groups, the improvable and the unimprovable. The Board have now decided, as before stated, to reserve the Tooting Bec Asylum for helpless imbeciles requiring infirmary treatment. The Belmont Asylum will be utilised for the accommodation of unimprovable imbeciles, and the Darenth Asylum and school will be used for the accommodation and training of improvable patients of all ages (subject to the qualification that the pavilions at Darenth may for a time be used for unimprovable younger patients).

The improvable children will be placed in a training school (the present schools at Darenth) and they will comprise all those who may be reasonably expected to derive such benefit from the training that they may become capable of being usefully employed under supervision in domestic or industrial employments and may thus become partially self-supporting.

With a view to preliminary classification, as well as for quarantine purposes, all children on admission are received into the central Receiving Home attached to Tooting Bec Asylum. In cases in which it is not possible to arrive at any immediate decision, there are probationary wards, where children can be kept under more prolonged observation, but in ordinary circumstances such retention will not exceed twelve months. These probationary wards, as distinct from the Receiving Home, are attached to the Training School at Darenth.

The buildings adjoining the Training School, and heretofore used as an asylum for adults, are henceforth to be used as an industrial colony where provision will be made for the continued employment of those who successfully pass through childhood and youth in the Training School, and for some of those who, having been admitted as adults into the Board's asylums, are capable of industrial employment.

As separation by blocks and wards of patients of different ages and sexes and degrees of infirmity is most important, workers, even though employed in domestic work by day in the helpless wards will not, as a rule, be warded with helpless patients. Subject to these limitations, the Board do not object to a mixture of ages and sexes in a single institution or to the retention of a reasonable proportion of working patients in an institution for helpless cases, provided always that all patients who are capable of better work be sent where they will have the opportunity of doing it, and that the two broad classes, namely, those who are more or less self-supporting and those who are quite incapable of self-support in any degree, are not otherwise placed together in the same institution than is permitted by the above-named retention of a reasonable number of workers.

The medical superintendent of the Darenth Institution is assisted in the sections by the following officers:—

A head mistress and matron (in one person) for the training school.

A matron (who must be a certified nurse).

A craftsmaster, and such other assistant officers as may be necessary for the industrial colony.

These officers are regarded as the medical superintendent's chief assistants, and they are encouraged to exercise considerable responsibility and initiative in their special spheres of work, subject to the medical superintendent's supremacy.

The Darenth school buildings are built on the pavilion principle and are to a large extent self-contained, as each block has its own kitchen and offices. This permits of easy classification of patients and allows of an administration being adopted similar to that required in the case of cottage homes. The adjacent buildings which comprise the adult asylum are well adapted for the purposes of an industrial colony, to which the inmates of the school are drafted upon reaching adult age.

The most important industries carried on at Darenth consist of—macrame work, knitting, needlework, paper work, rug making, tailoring, shoemaking, upholstering, basket making, fibre mat making, weaving, fretwork, wood chopping, and bundle and peg making. There is also a laundry in which the female patients are taught laundry work.

At the Rochester House Asylum the younger patients have been taught Kindergarten and other occupations by competent teachers and the elder patients industrial occupations, such as basket making, shoemaking, tailoring, gardening, needlework, house and laundry work.

(b) Feeble-minded.

The children in the homes for feeble-minded are under the care of foster parents, and attend during the ordinary school hours the school centres of the education authority. One of the homes for boys (Surrey House, Wandsworth) has been set apart for elder boys thirteen to sixteen years of age. Some of these are only "half-timers" at school, and others have been withdrawn altogether from school attendance preparatory to their transfer to the homes for the cases over sixteen years of age. These boys who have been withdrawn either partly or wholly from attendance at school receive at the home elementary instruction in carpentering, tailoring and bootmaking.

In addition to the special training at school, every effort is made in the homes to develop the faculties of the children. They go out to purchase small articles at the local shops, they visit various places of interest, they have summer holidays at the seaside, various entertainments are given at the homes, while the system has been introduced of giving weekly pocket money to the children.

As the boys grew up they have gone out for walks unaccompanied; in a few cases the boys have been employed by local tradesmen, but with results not very satisfactory, owing to the amount of supervision required. Some boys have joined local branches of the Church Lads' Brigade. The homes are visited by the local clergy and several of the children have been confirmed.

Of the difficulties which have been encountered the following are the chief:—

(a) *The question of discrimination:* The children admitted are those whose mental functions are below the same standard. The difference between these "borderland" children—the improvable imbecile children—and the hopeless imbecile children is one of degree, and the question of the best practicable means of discriminating between the various classes has always been one of the greatest difficulty. As far as pauper children are concerned, the discrimination is in the hands of the guardians' medical officer, doubtless advised by their School authority in each case. In the result there can be no doubt that the children dealt with as "feeble-minded" vary very considerably in degree, and while some are at the top of the feeble-minded class, others touch a much lower level, and many differ little from, even if they are as good as, the best of the cases certified as imbeciles.

(b) The difficulty of getting correct and full family histories. Medical experts consider that the knowledge of the parental characteristics and circumstances, as well as the life history of the particular degeneration, is of the utmost help in the work of improving the feeble-minded.

(c) *Classification:* The question of classification, not only by age but by characteristics, presents many difficulties on account of the number of homes which would be required, unless in an institution on the cottage home principle on one site. Some of the children are admitted with apparently no vice in them, others are merely spiteful and difficult to control, others are already vicious when presented for admission.

(d) *The question of selecting suitable officers:* Officers are required who will give individual attention to the cases and who will maintain day by day and year by year continuity of effort and unceasing endeavour to improve children who have little or no interest in their own improvement and generally forget to-morrow what they have learnt to-day.

With regard to (b) the Medical Officer of the Board's homes endeavours to see the parents or nearest relatives of the children admitted with a view to obtaining as much information as possible on these heads.

Results. (a) Imbecile

(7.) The Board have every reason to be satisfied with the result of their training of the improvable imbecile children. The last report received from the Commissioners in Lunacy on the Rochester House Asylum refers to the "plan of treatment which has proved at Rochester House to be so successful."

The plan of treatment referred to is the industrial training which has been employed at Darenth for years past,

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and it is now being carefully fostered with a view to its extension.

(b) Feeble-minded

The powers of the Board to deal with feeble-minded children were, as already mentioned, limited to cases up to the age of sixteen years. The Board were therefore compelled at an early date to form some estimate of the results which had been attained, and to take into consideration the question of the condition of these children on arriving at the age of sixteen years.

The Children's Committee first took this matter into consideration in the closing months of 1901 consequent upon the receipt from many Boards of Guardians of the following resolution:—

> "That, having regard to the fact that a certain proportion of the children maintained in the homes established by the Managers of the Metropolitan Asylum District under the order of the Local Government Board, dated 2nd April, 1897, upon arriving at an age when they can no longer be classed as children, although improved, would not be capable of entering upon ordinary occupations, and must therefore in most cases return to the Workhouse, this Board is of opinion that the Managers should be empowered to provide for the continuation of the training of such persons."

In February, 1902, the Children's Committee submitted to the Board a full report on the whole subject, in which they set forth the history of the steps which had been taken in the past to deal with feeble-minded children. They recapitulated what had been done, and set forth the difficulties they had encountered, and submitted an estimate of the results which had been attained. These were briefly:—

(a) the removal of the feeble-minded child from a large class of ordinary children, where there is no opportunity for individual attention and where the defective child is often the butt of the more intelligent children, with whom he is not fitted to join even in amusements and games; the child is removed from this solitary life to a small company of his own equals, where special attention is given to his faults, and where he is surrounded by the brightest influences possible, and where every effort can be put forth to arouse his observation, utilise the powers which have already shown themselves, and quicken others into existence.

(b) The children receive sound medical treatment, combined with the moral training which can be much more easily given in these conditions.

(c) The system of instruction in vogue is that which was considered to be the most likely to develop the mental faculties of the children, so as to make them more useful subsequently in industrial work.

The Committee stated that the experience of the Board had shown that only in the very rarest cases can men and women be produced, who can be left with confidence to make their own way in the world. As a result of their experience they abandoned any idea that it is possible to equip any number of these cases to fill with safety a place in the outside world, and they have taken up the position that what is necessary is the permanent detention of these cases. This view was that of many qualified to judge, even at the time of the Poor Law Schools Committee of 1896. This Committee, in their report, stated that they found it to be the experience of those qualified to judge, that as these children grow up, they are subject to particular danger as regards tendencies to immorality, and that they have a strange kind of foolish simplicity which is apt to make them the dupe of any unscrupulous person into whose hands they may fall. They added that philanthropic persons testify that feeble-minded children past school age are constantly under notice in refuges and penitentiaries and finally drift into the workhouse, and they quoted the evidence of a witness as to the harm done by allowing feeble-minded boys to leave the school and pass out into the world in the same way as normal children.

The Board have done everything they can to press forward this view. They submitted the report already referred to, which they had received from their Children's Committee on the subject, to the Local Government Board, with the result that the Board obtained power to provide for these cases up to the age of twenty-one years.

In their temporary home at Brentwood, these cases, improved as they have been by the special care and treatment which they received in the small homes already referred to, are engaged in useful occupations (the girls in laundry work and the boys in shoemaking and gardening). The Board cannot hope to show good financial results, especially during the early and tentative stages of the scheme, but they trust that as it develops, and with the provision of further facilities, and buildings more suitable for the purpose than those now being temporarily used, better results will be obtained.

Statistics (a) Cost.

(8.) The annual cost per head (including all charges except central charges and capital expenditure or rent) of the patients received by the Board, taking an average of the last three years, or such shorter period as the institutions named may have been open, is as follows:—

	£	s.	d.
Leavesden and Caterham Asylums (adults)	25	11	0
Imbecile Institutions at Darenth (all inmates)	31	4	0
Tooting Bec Asylum (adults—infirmary treatment)	44	17	0
Rochester House Asylum	29	9	0
Homes for feeble-minded children	37	1	0

The cost per bed of providing accommodation has been—

	£	s.	d.
Leavesden and Caterham Asylums—1870	122	0	0
Imbecile Institutions at Darenth—1878 to 1880	185	0	0
Tooting Bec Asylum—1903	334	0	0
Homes for feeble-minded children — 1898 to 1902	95	0	0

(b) Numbers.

The total number of patients admitted, discharged, died, and remaining under the Board's care from the beginning of their work is:—

	Admitted.	Discharged.	Died.	Remaining.
Imbeciles	25,315	4,374	14,853	6,647
Feeble-minded	146	39	*Nil*	107

Of the imbecile patients under the Board's care on the 25th March, 1905, 1,211 were classified as improvable, and 5,450 were classified as unimprovable.

The proportion of staff to patients, based on normal accommodation (25th March, 1905) was as follows:—

Leavesden and Caterham Asylums	1 to 6·42
Tooting Bec Asylum (including Receiving Home)	1 to 2·91
Imbecile Institutions at Darenth	1 to 4·91
Rochester House Asylum	1 to 4·33
Homes for Feeble-minded Children	1 to 4·36

Appendices.

9. The following tables are submitted relating to the imbecile asylums:—

(A.) Showing the probable causes of insanity in the patients admitted during 1904.

B.) Showing the form of mental disorder in the admissions, recoveries and deaths of the year 1904 and of inmates on the 31st December, 1904.

(C.) Showing the station and occupation of patients admitted during 1904.

(D.) Showing the occupations in which the improvable patients were employed in the School and Industrial Colony at Darenth and the number so employed in January, 1905.

(E.) Showing the work done by patients at Darenth during the first three months of the year 1905.

A

Probable Causes of Insanity in the Patients admitted to the Imbecile Asylums during 1904.

(Admissions to Leavesden, Caterham and Rochester House Asylums were by transfer from the other Asylums only.)

	Tooting Bec.									Darenth.									Summary.											
	Predisposing causes.			Exciting causes.			Predisposing or exciting where indistinguishable.			Total.			Predisposing causes.			Exciting causes.			Predisposing or exciting where indistinguishable.			Total.			Predisposing causes.			Exciting causes.			Predisposing or exciting where indistinguishable.			Total		
Moral:																																
Fright and nervous shock	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	2	2	-	2	-	-	-	-	-	-	2	-	2	2	-	2
Physical:																																
Intemperance in drink	-	-	-	5	5	10	-	-	-	5	5	10	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5	5	10	-	-	-	5	5	10
Over exertion	1	-	1	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	1	-	1
Accident or injury	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	3	5	2	3	5	-	-	-	-	-	-	2	3	5	2	3	5
Old age	-	-	-	125	168	293	-	-	-	125	168	293	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	125	168	293	-	-	-	125	168	293
Previous attacks	8	5	13	-	-	-	-	-	-	8	5	13	-	-	-	-	-	-	-	-	-	-	-	-	8	5	13	-	-	-	-	-	-	8	5	13
Hereditary influences ascertained (direct and collateral)	11	9	20	-	-	-	-	-	-	11	9	20	14	10	24	-	-	-	-	-	-	14	10	24	26	21	47	-	-	-	-	-	-	26	21	47
	1	2	3*	-	-	-	-	-	-	1	2	3*																								
Congenital defect ascertained	64	50	114	-	-	-	-	-	-	64	50	114	-	-	-	10	4	14	-	-	-	10	4	14	79	70	149	10	4	14	-	-	-	89	74	163
	15	20	35*			-	-	-	-	15	20	35*																								
Other ascertained causes	1	1	2			-	-	-	-	1	1	2	8	6	14	-	-	-	-	-	-	8	6	14	9	7	16	-	-	-	-	-	-	9	7	16

* At Receiving Home for Children, Tooting Bec.

METROPOLITAN ASYLUMS BOARD.

Form of Mental Disorder in the Admissions, Recoveries, and Deaths of the Year 1904 *at the Imbecile Asylums, and of Inmates on* 31*st December*, 1904.

Form of Mental Disorder.	Tooting Bec Asylum.												Leavesden Asylum.												Caterham Asylum.											
	Admissions.			Recoveries.			Deaths.			Remaining in Asylum.			Admissions.			Recoveries.			Deaths.			Remaining in Asylum.				Admissions.			Recoveries.			Deaths.			Remaining in Asylum.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.		Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Congenital or Infantile Mental Deficiency:—																																				
Congenital—(*a*) with epilepsy	12	17	9	-	-	-	1	-	1	5	5	10	-	-	-	-	-	-	16	10	26	85	111	196	-	-	-	-	-	-	7	10	17	81	167	248
	2	5	7*							2	4	6*																								
(*b*) without epilepsy	55	33	88	2	2	4	2	-	2	8	19	27	-	-	-	-	-	-	18	10	28	318	298	616	-	-	-	-	-	-	13	9	22	360	328	688
	13	15	28*							5	10	15*																								
Epilepsy acquired	3	1	4	-	-	-	-	-	-	3	-	3	-	-	-	-	-	-	3	2	5	78	99	177	-	-	-	-	-	-	6	7	13	46	60	106
General paralysis of the insane	15	6	21	-	-	-	4	-	4	4	1	5	-	-	-	-	-	-	4	7	11	14	9	23	-	-	-	-	-	-	2	2	4	3	4	7
Cretanism	-	-	-	-	-	-	-	-	-	-	2	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Mania:—																																				
Acute	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	1	3	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Chronic	9	28	37	-	-	-	-	5	5	19	53	72	-	-	-	-	-	-	1	5	6	84	103	187	-	-	-	-	-	-	2	3	5	45	28	73
Recurrent	1	-	1	-	-	-	-	1	1	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	19	17	36
A potù	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	2
Senile	2	27	29	-	-	-	1	4	5	1	11	12	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7	7
Weak-mind (old classification)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Melancholia:—																																				
Acute	1	-	1	-	-	-	1	2	3	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Chronic	2	9	11	-	-	-	1	1	2	19	7	26	-	-	-	-	-	-	2	1	3	21	14	35	-	-	-	-	-	-	1	-	1	33	46	79
Recurrent	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Senile	-	5	5	-	-	-	-	-	-	4	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	4	6
Dementia:—																																				
Primary	55	31	86	3	2	5	28	32	60	12	133	145	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Secondary	2	6	8	-	-	-	-	-	-	-	13	13	-	-	-	-	-	-	21	28	49	142	282	424	-	-	-	1	-	1	10	12	22	222	319	541
Senile	121	134	255	1	2	3	38	44	82	232	157	389	-	-	-	-	-	-	14	12	26	64	36	100	-	-	-	-	-	-	11	40	51	70	58	128
Organic (*i.e.* from tumours, coarse brain disease, &c.)	2	2	4	-	-	-	3	1	4	4	1	5	-	-	-	-	-	-	3	-	3	6	5	11	-	-	-	-	-	-	-	-	-	-	-	-
Totals	295	320	615	6	6	12	79	91	170	314	421	735	-	-	-	1	4	5	82	76	158	812	957	1,769	-	-	-	1	-	1	52	83	135	881	1,040	1,921

* At Receiving Home for Children, Tooting.

METROPOLITAN ASYLUMS BOARD—*continued.*

Form of Mental Disorder in the Admissions, Recoveries and Deaths of the Year 1904 *at the Imbecile Asylums, and of Inmates on* 31*st December*, 1904—*continued.*

Form of Mental Disorder.	Darenth Asylum.												Gore Farm Asylum.												SUMMARY											
	Admissions.			Recoveries.			Deaths.			Remaining in Asylum.			Admissions.			Recoveries.			Deaths.			Remaining in Asylum			Admissions.			Recoveries.			Deaths.			Remaining in Asylums.		
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.
Congenital or Infantile Mental Deficiency:—																																				
Congenital—(*a*) with epilepsy	31	19	50	-	-	-	14	8	22	382	306	688	-	-	-	-	-	-	1	1	2	52	22	74	45	41	86	-	-	-	39	29	68	607	615	1,222
(*b*) without epilepsy	66	36	102	-	-	-	42	18	60	563	528	1,091	-	-	-	-	-	-	-	1	1	142	17	159	134	84	218	2	2	4	75	38	113	1,396	1,200	2,596
Epilepsy acquired	-	-	-	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	3	1	4	1	-	1	10	9	19	127	159	286
General paralysis of the insane	-	-	-	-	-	-	-	-	-	3	6	9	-	-	-	-	-	-	-	-	-	2	-	2	15	6	21	-	-	-	10	9	19	26	20	46
Cretanism	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	2
Mania:—																																				
Acute	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	1	3	4	-	-	-	-	-	-
Chronic	-	-	-	-	-	-	-	-	-	2	8	10	-	-	-	-	-	-	-	-	-	5	-	5	9	28	37	-	-	-	3	13	16	155	192	347
Recurrent	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	1	1	19	18	37
Apotù	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	2
Senile	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	27	29	-	-	-	1	4	5	1	18	19
Weak-mind (old classification)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-
Melancholia:—																																				
Acute	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	1	3	4	-	-	-
Chronic	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	2	2	9	11	-	-	-	4	2	6	75	67	142
Recurrent	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-
Senile	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	5	5	-	-	-	-	-	-	2	8	10
Dementia:—																																				
Primary	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	55	31	86	3	2	5	28	32	60	12	133	145
Secondary	-	-	-	-	-	-	1	4	5	5	10	15	-	-	-	-	-	-	-	-	-	-	-	-	2	6	8	1	-	1	32	44	76	369	624	993
Senile	-	-	-	-	-	-	-	-	-	-	22	22	-	-	-	-	-	-	-	-	-	6	-	6	121	134	255	1	2	3	63	96	159	372	273	645
Organic (*i.e.*, from tumours, coarse brain disease, &c.)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	2	4	-	-	-	6	1	7	10	6	16
Totals	97	55	152	1	-	1	57	30	87	955	880	1,835	-	-	-	-	-	-	2	2	4	209	39	248	392	375	767	9	10	19	272	282	554	3,171	3,337	6,508

T. Duncombe Mann, Esq.
12 May, 1905.

Question 4978.

C

T. Duncombe Mann, Esq.

12 May, 1905.

STATION OR OCCUPATION (PRIOR TO ADMISSION) OF PATIENTS ADMITTED TO THE IMBECILE ASYLUMS DURING 1904.

——	Male.	Female.	——	Male.	Female.
Accountant	1	–	Fur puller	–	1
Agents	2	–	Gardeners	2	–
Bag Maker	1	–	Gas Fitter	1	–
Bargeman	1	–	Grave Digger	1	–
Blacksmith	1	–	Gunsmith	1	–
Blind Maker	1	–	Hairdresser	1	–
Boiler Maker	1	–	Hammerman	1	–
Bookbinder's Gilder	1	–	Harness Maker	1	–
Boot Makers	12	–	Hawkers	11	2
Borough Council Employé	1	–	Horsehair Dresser	1	–
Brush Makers	2	–	Horse Keepers	5	–
Butchers	3	–	House Decorator	1	–
Cabinet Makers	2	–	Housekeepers	–	3
Cabmen	6	–	Housewives	–	10
Caretaker	–	1	Insurance Assessor	1	–
Carmen	9	–	Ironers	–	1
Carpenters	6	–	Jeweller	1	–
Charwomen	–	26	Jobman	1	–
Cigar Maker	1	–	Labourers	0	–
Clerks	5	–	Lamplighter	1	–
Clock Winder	1	–	Lampman	1	–
Compositor	1	–	Laundresses	–	5
Confectioners	1	1	Lockmaker	1	–
Contractor	1	–	Machinist	–	1
Cooks	1	3	Mantlemaker	–	1
Costermongers	2	–	Milliner	–	1
Cowman	1	–	Musical Instrument Maker	1	–
Draper's Assistant	1	–	Musician	1	–
Dressmakers	–	3	Needlewomen	–	11
Driller and Clipper	1	–	News Vendor	1	–
Dustman	1	–	Nurses	–	2
Dust Sorter	–	1	Organ Pipe Decorator	1	–
Engineers	1	–	Painters	9	–
Factory Workers	–	2	Porters	13	–
Firemen	2	–	Printers	2	–
Firework Maker	1	–	Railway Guard	1	–
Flower Seller	–	1	Sailors	4	–
French Polishers	1	–	Scaffolder	1	–

C

T. Duncombe Mann, Esq.

12 May, 1905.

STATION OR OCCUPATION (PRIOR TO ADMISSION) OF PATIENTS ADMITTED TO THE IMBECILE ASYLUMS DURING 1904.—*continued.*

	Male.	Female.		Male.	Female.
Scavenger	1	–	Tram Conductor	1	–
Servants	–	29	Travellers	3	–
Shirt Maker	–	1	Usher	1	–
Shoeblack	1	–	Waiter	1	–
Shopkeeper	–	1	Wardrobe Dealer	1	–
Skin Cleaner	–	1	Warehouseman	1	–
Soldiers (ex)	1	–	Watchmaker	1	–
Stevedores	2	–	Watchmen	4	–
Stick Mounter	1	–	Wine & Spirit Vatter	1	–
Tailors	3	–	Woodchopper	1	
Teacher	–	1			

D

LIST OF OCCUPATIONS IN WHICH THE IMPROVABLE PATIENTS AT THE SCHOOL AND THE INDUSTRIAL COLONY AT DARENTH ARE EMPLOYED, AND THE NUMBER SO EMPLOYED IN JANUARY, 1905.

	M.	F.	Total.
Chair seating	6		6
Handloom weaving	2		2
Rug work	6	5	11
Fibre mat-making	10		10
Cane basket weaving	30		30
Osier basket work	10		10
Knitting		16	16
Macrame work and crochet	32	16	48
Sewing, plain and fancy	3	84	87
Paper work	21	14	35
Flower making	47	24	71
Shoemaking	29		29
Tailoring	29		29
Wood chopping	28		28
Peg making	15		15
Laundry work		59	59
Gardening and Farmwork	77		77
House work	155	171	326
Upholstering	17		17
	517	389	906

T. Duncombe Mann, Esq.

12 May, 1905.

METROPOLITAN ASYLUMS BOARD.

Statement showing the work done by patients at Darenth during the first three months of the year 1905.

Upholsterer's Shop.

New Work—24 mattresses made.

Re-made—405 mattresses, 295 bolsters, 6 epileptic pillows, 90 kneelers.

Machining—48 mattresses, 30 bolsters, 24 pillows.

Repairing—371 mattresses, 277 bolsters, 6 pillows.

Unpicking—398 mattresses, 261 bolsters, 18 pillows.

Horsehair Milled—15,586 lbs.

Tailor's Shop.

New Work—4 jackets, 1 vest, 322 trousers, 37 duck jackets, 103 duck aprons, 10 duck trousers, 1 pair combinations 4 strong rugs.

Repairs—1,240 jackets, 598 vests, 2,623 trousers, 64 capes, 123 overcoats, 7 uniform jackets, 1 uniform vest, 19 uniform trousers, 2 overcoats, 41 combinations.

Shoemaker's Shop.

New Work—102 pairs men's boots closed, riveted and finished, 2 pairs women's boots, ditto.

Repairs—*Darenth Asylum*—643 pairs men's boots, 87 pairs men's slippers, 373 pairs women's boots, 6 pairs women's slippers, 1 pair men's shoes, 96 pairs boys' boots, 59 pairs girls' boots, 2 pairs girls' slippers, 5 pairs boys' slippers.

Gore Farm Asylum—186 pairs men's boots, 14 pairs men's slippers.

Wood-chopping Shed.

Number of bundles made, 46,856.

Basket Shop.

Baskets made (all kinds, large and small), 248.

Brush Shop.—(Commenced January 9th, 1905).

Articles made—	No.
12-in. bass heads, wire drawn	348
14-in. „ „ „	3
14-in. „ pan work	66
Hair brooms	58
Banister brushes	52
W.C. brushes	29
5-ft. wire flue brushes	24
Total number made	580

Rug making.

This work, newly started, is well in hand, and samples will be complete at an early date.

Painting and cleaning, and carpentering.

The lime-whiting and painting of the piggeries is well advanced. The patients are also employed in cleaning and painting the old General Office.

The boys engaged in carpentering have just completed a temporary workshop, and will now for some time be engaged upon work which is required for Belmont Asylum.

General work

With the bricklayer several boys are proving useful and seem to like the work.

4979. (*Mr. Byrne.*) I should like to ask you precisely what, if any, changes of the law would be necessary, supposing it were thought desirable to deal with feeble-minded persons not certifiable as lunatics in the same way as you deal with those who are now certified. I see in the first column, page one, of your statement (*vide page 280, ante*), the Order of the Local Government Board gives into your care insane paupers of certain descriptions, and, lower down, children of defective intellect. The first are certifiable; the second, I suppose, are not always certifiable?—Not under the Lunacy Act.

4980. Can the Local Government Board, by order, without any change of the Statute Law, empower you to deal with feeble-minded persons not certifiable?—Do you mean, to retain them against their wills?

4981. They could authorise you to retain them, I suppose, and to deal with them if they were willing to stay and if they were paupers?—Yes, there is no doubt about that; but I do not think that the Local Government Board could, by order, authorise their compulsory detention.

4982. Is that the only point that would require a change of the law: for detention against their will or against the will of their parents?—I think so.

4983. Up to what age do you, in practice, consider that the parents' wishes shall be enforced as regards the discharge of children. Do you think that children are free of their parents' wish at the age of sixteen or any other age?—Any children?

4984. Yes?—Yes, I think I must say they are free of their parents' wishes at sixteen, broadly.

4985. And you act accordingly?—There are slight modifications of that, in particular instances.

4986. Presumably you could always evade that, if it were doubtful, by adopting them?—Only in cases where the guardians are entitled to adopt, and then only up to a certain age.

4987. What is the age?—Speaking from memory I think the Poor Law Act of 1899 gave them power to adopt children up to the age of sixteen in the case of boys—and eighteen in the case of girls.

4988. The classes of people who may be adopted really cover a very large number of those whom it would be advisable to adopt; roughly speaking, those with bad homes and home surroundings.?—Yes, but I do not think the powers of adoption of the guardians would give you sufficient hold over a sufficiently large number of feeble-minded children.

4989. In fact, the law will have to be amended—there will have to be a statute authorising detention?—Authorising compulsory detention, certainly.

4990. With regard to the cost of your institutions, you have had, in order to classify and deal most satisfactorily with your people, several different arrangements in the last quarter of a century?—Yes.

4991. Different asylums used for different purposes?—Yes.

4992. In fact, some of your changes are of quite recent date?—Yes.

4993. Do you consider that some fairly final arrangement has been come to now?—I think fairly final as regards general classification. It is impossible to say how far it is final as regards total numbers.

4994. No doubt the changes of arrangement have militated against economy of provision, have they not?—To some extent, yes.

4995. Supposing you had to provide for your present numbers afresh, straight off, you would probably be able to do it in a more economical way?—Starting to-day, I think certainly not. I think the larger part of the accommodation the Board has, which was provided thirty years ago, was of an extremely economical description such as could not possibly be reproduced to-day.

4996. If the Board, however, had to deal with persons who are merely feeble-minded, they could be detained and generally would be willing to remain, would they not, in institutions more in the nature of a colony than a large block building, and that would be more economical, would it not?—The feeble-minded as distinct from the imbecile?

4997. Yes?—I am not quite clear what you mean by a "colony."

4998. An institution where the central buildings, the administrative buildings, and the infirmary and so on, would be on the smallest scale necessary and where the living and working arrangements would be of a more economical description and the inmates would spend most of their time in workshops or working on the land?—You mean within one curtilage?

4999. Yes?—I am disposed to think that is the most economical arrangement.

5000. You refer, on page 281, col. 1, to the Poor Law Schools Committee of 1896, which reported against the aggregation of feeble-minded children in large numbers; that was a part of their report. That Committee referred almost exclusively to the aggregation of children of various sorts in large block institutions, did it not?—Yes.

5001. And their unfavourable opinion as regards the keeping of children in large numbers must be taken with that limitation ?—Yes.

5002. It was wholly unfavourable in so far as it related to retaining in large block buildings ?—Yes.

5003. Not at all against retaining in large numbers in such places as colonies or cottage homes ?—Provided they were by themselves.

5004. (*Mr. Hobhouse.*) What do you mean by "by themselves" ?—Separated from normal children. I think that was the gist of the Poor Law Schools Committee's recommendation.

5005. (*Mr. Byrne.*) With regard to your Tables, from what document or statement are the particulars given in Table B.* taken, "predisposing causes," "exciting causes," and so on ?—It is a combination of the annual statements of the medical superintendents of the several asylums.

5006. That is to say the particulars are a compilation and include the experience and views of the superintendent who has actually had charge of them ?—The superintendents of the various asylums.

5007. They are not merely the statements on admission ?—I expect, generally, that is the source of their information. They are responsible for the statements themselves—the doctors are responsible.

5008. They are more valuable than if they merely repeated the statements made on the workhouse doctor's certificate when he had perhaps seen the person for three days only ?—Yes.

5009. They include the experience of the medical superintendent ?—Yes, they are the medical superintendent's own statements.

5010. What documents do accompany the patient into one of your asylums when he is brought from the union, or other institution of the guardians ?—The papers that necessarily accompany him are:—first an admission order—this is prescribed by the Local Government Board—signed by the clerk to the guardians; and attached to that is a medical certificate signed by the medical officer of the workhouse, and a report signed by a guardian.

5011. What is the form of the certificate ?—"A certificate signed by the medical officer of the workhouse or district of the union or parish to which the pauper is chargeable, to the effect that, from facts observed by himself, and from facts communicated by others (the facts being stated), the person to be admitted is in his opinion a chronic and harmless lunatic, idiot or imbecile, such as may be lawfully detained in a workhouse, and is a fit person for admission into a Metropolitan District asylum."

5012. When a medical officer in a workhouse, not in your district, authorises the detaining of a lunatic in a workhouse, he signs a certificate which simply states that in his opinion he might be kept in a workhouse and that the workhouse is good enough for him. Do you know why that proviso was put in—"from facts observed by him and from facts stated by other persons" ?—The two certificates you are contrasting are totally different things. This—from facts observed by him and from facts communicated by others—follows very much the formal certificate for admission of a lunatic to a lunatic asylum. In a case of mere detention of a patient already in a workhouse, I do not know why, but it seems to me there is not sufficient necessity to go so elaborately into the matter. He simply certifies, in the language provided by the Lunacy Act, that the patient is a proper person to be detained for fourteen days; he is only allowed to detain for fourteen days on that certificate.

5013. Has the extra restriction the result of making admission to your asylums more difficult, or is it practically the same ?—I think it is practically the same.

5014. (*Mr. Hobhouse.*) On page 281 you tell us certain cottages have been put on one side for the accommodation of feeble-minded cases over sixteen. You have there now sixteen males and ten females. What proportion does that represent of the patients over sixteen who go out of your charge ?—Of the feeble-minded none have gone out of our charge except at the request of the guardians or parents, or for other reasons mentioned in my statement. We pass all of them into these homes.

5015. No child over sixteen goes out of your care without going to its parents or to these homes ?—No child that we detain goes out of our care; he goes into these homes; the parents or the guardians claim them, chiefly because the parent discharges himself and becomes no longer a pauper, or because of some change of settlement. He may become chargeable to some country union or he may be discharged for certain habits which are regarded as very unsuitable for a child who mixes with other children. But all children whom we detain, who are not taken out of our custody by these different means, go to this over-sixteen colony.

5016. How long would they stop there ?—Until they were twenty-one, under an order of the Local Government Board. After that some further provision will have to be made.

5017. You have no power to do that at present ?—No. My Board are unanimously of opinion that it will be necessary to get some authority.

5018. Do you expect the number for whom you are to provide accommodation to increase ?—It is difficult to say. If it should be thought proper to give the Board power to detain persons indefinitely the number would be continually growing.

5019. What expense is that ?—Something like the same cost per head as the cost of retaining adult imbeciles.

5020. Are any of these capable of working ?—Yes, that is the object of their training. We hope to make them more useful as time goes on; they do work a little.

5021. And contribute to the cost of maintenance ?—Something; I should not like to put a large figure on it; the thing has not been in existence long.

5022. Have you any practical experience of the schools, as to the nature of the education given to defective children ?—No, I have no practical experience; I have reason to believe it is chiefly of the kindergarten type, but I have no personal knowledge of it.

5023. I take it you have no practical knowledge of putting the two sexes together under one roof, but separated by blocks; that is not a question on which you can pronounce an opinion ?—It is not within my personal direction. I have knowledge that the fact does exist. Within the same curtilage, but separated by blocks.

5024. You could not express an opinion ?—No.

5025. (*Mr. Loch.*) About these cases in which you say a parent discharges himself, and the child follows the parent; in the short experience I understand you have had, do you find that often occurs ?—Not often, there is not a very large number of these feeble-minded children. It occurs more or less with all children.

5026. Does it suggest to you the necessity of having a similar system for the care of these children, elsewhere than in London. Otherwise, I understand, these children would be available and no provision made for them in the rest of the country ?—I am not aware of any provision in the rest of the country similar to that in London at the present time.

5027. With regard to the small homes mentioned on page 281 in connection with the school board schools, are you satisfied with that arrangement ? Does it seem to be the best for the children from the point of view of the child afterwards ?—I do not know that I am competent to express an opinion upon that as regards the educational value of their training.

5028. I meant the combined method of boarding out and a school ?—From my point of view, the point of view of the Board, we are chiefly concerned with the boarding of the children; and the education the school board is responsible for. It is difficult to say whether any greater advantage would be obtained by bringing that education into the home and conducting it under one roof. I do not think I am in a position to give a final answer. I do not think my Board has come to a definite conclusion on the subject at all.

5029. What do you take to be the cost of these small homes ? What would be the cost of a child's maintenance ?—On page 284 I set it out for each of the separate classes. The cost of the smaller homes is 37*l.* 1*s.* per head.

5030. Does that refer to the homes connected with schools ?—Yes, all these homes are, except the small provision for children over sixteen.

* *Vide* p. 286.

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5031. This 95*l.* is, what you might call otherwise, 95*l.* a bed?—That is the cost of provision of the accommodation, not maintenance.

5032. What is the 37*l.* 1*s.*?—The cost for each child per annum.

5033. On the school board method of joint education and boarding, 37*l.* 1s. would be what you would expect to be paid?—But it does not include education.

5034. What would you add for that?—I do not know. We do not pay the school board anything. I do not know what would be a fair figure.

5035. On that matter of joint boarding and schooling, something over 40*l.* at least per child would have to be expended?—I should think that must be so. The 37*l.* 1*s.* is for maintenance only.

5036. (*Chairman.*) You pay the rates?—We pay the rates in the locality.

5037. That would include the cost of education?—Yes, but we cannot get at the cost per head.

5083. But that is included in the 37*l.* 1*s.*?—The rates are included, but that does not include necessarily the cost of the education of the children.

5039. (*Mr. Loch.*) What happens to the cases in which children are sent away for bad habits? Where do they go?—Back to the guardians.

5040. They fall out of your sight?—They fall out of our sight altogether.

5041. Presumably they stay in the workhouse?—Or the separate schools.

5042. Is that likely to be a large proportion?—No, I think not. We have only discharged, out of the whole number we have had under our care, six, on that ground alone.

5043. The whole number discharged being?—Thirty-nine.

5044. The whole number admitted being—?—The whole number admitted up to date, being 146.

5045. With regard to the older inmates, feeble-minded or incapable, of later age, what do you think is the necessary cost of an institution to provide for them, per bed or per head?—I think it would be a fair test, if you are content to put them in a place similar to our imbecile establishment at Darenth, to take the cost of Darenth.

5046. What would that be per head?—The weekly average cost for a patient at Darenth has varied from 11*s.* 7*d.* up to 12*s.* 5*d.* in the last five years.

5047. What do you think would be the outlay on institution and all; the cost per bed, to build?—It entirely depends upon the method of construction. I do not mean by that the material of which you construct, but the method by which you separate and classify and distribute your patients on the site.

5048. You have had recent experience of that, have you not?—Yes, we have had experience in building schools for children, and cottage homes. We have the experience of the Darenth Institution, which we are now turning into this better class of imbecile home, but Darenth has been rather costly, because it has undergone so many changes.

5049. What would you take as a reasonable figure, because this is a very large question, and may involve great cost. It is therefore desirable to see how it can be economically done?—I do not suppose you could put it under £200 a bed.

5050. For the adult feeble-minded?—Your next witness will probably be able to give you a better judgment on the point than I can. My impression is you could not do it under £200 a bed, but very much depends on the method of distribution, the number of children you put under one roof, and so on.

5051. As to the general policy that is indicated in this paper, would it amount to this, that you think that all categories of idiot, imbecile, and feeble-minded might be dealt with by the Metropolitan Asylums Board, on the understanding that the present age limits in the case of children were removed, and that they were shifted from one institution to another, according to the state of their health and according to the conditions of life which suited each group of children who were kept there throughout the rest of their lives?—By "all" do you mean whether pauper or non-pauper?

5052. I mean all, whether pauper or non-pauper?—Anything can be done. The Asylums Board can, of course, undertake the whole class to which you refer, if it were thought proper that they should.

5053. I asked the question rather with a view to ascertaining what the policy of the Board would be, being already responsible for the treatment of these children?—I think the policy of the Board would be to deal with them all very much in the same way that they are now dealing with the best class of so-called imbecile at Darenth, more or less.

5054. There is no reason for thinking that the Board, adopting that policy, would be adopting one which was inconsistent with what other towns might adopt. We cannot say this is a London question and therefore requires this form of treatment here and nowhere else?—I am not aware of very much having been done by any municipality in the country with regard to the feeble-minded, or the better class of imbecile. I agree that there seems to be no reason why London should do what the provinces do not, or why the provinces should lag behind what London has thought proper to do.

5055. Have you had experience in boarding out these children?—No, we do not board out any.

5056. (*Dr. Dunlop.*) I take it from your evidence that all your adult defective persons are in the asylums?—Yes.

5057. Children are divided into two classes?—Yes.

5058. Some are in asylums certified by the Lunacy Board and require a lunacy certificate?—Yes.

5059. While the other class are in institutions certified by the Local Government Board?—They are not certified, as a matter of fact. The children are certified, not the institutions.

5060. The children are certified in the terms of a Local Government Board order—two quite separate and distinct parties for the two classes?—No, they are not separate and distinct. Our asylums are not lunatic asylums in the technical sense. They are all under the Local Government Board. It is simply a superadded requirement that the patients cannot be retained in them, being insane, without a Lunacy Detention Order.

5061. But the Lunacy Commissioners have nothing to do with these feeble-minded homes?—They have nothing to do with the others, except that they have a right to visit, and they have a certain amount of jurisdiction over the individuals in them.

5062. Have they ever visited, as a matter of fact?—They do every year.

5063. You say yourself there is considerable overlapping in the classes of inmates sent to these places?—Yes.

5064. Feeble-minded children are to all intents and purposes imbecile children?—I do not think they are very distinguishable; that is only my own opinion.

5065. The results of treatment are very poor?—I think the results of the treatment have convinced the majority of the managers that there is no hope of turning them out into the world.

5066. Do you see any advantage in dual control—in two distinct classes of institution?—I personally do not, in the large majority of cases, but there may be exceptions.

5067. Do you not think it would be better to bring them all into line, putting them under the Lunacy Board?—It depends what you mean by putting them under the Lunacy Board. If you simply mean putting them in the same position as the Board's imbecile patients, yes, I agree. I am only expressing my own opinion.

5068. (*Mr. Hobhouse.*) May I ask what would be the effect of that—of putting them all under the Lunacy Board?—The meaning of it I take to be this, that they would be certified for permanent detention as imbeciles. Then we could keep them for life.

5069. (*Dr. Dunlop.*) As well as inspection and certain restrictions in the building, and so on. As regards the admission to the Metropolitan Asylums Board asylums, I see there are two distinct medical certificates necessary.

First, one for the Lunacy Board, and secondly one for the Local Government Board ?—It is just the reverse. It is first the admission certified under the Local Government Board Orders, and secondly, as a condition of detaining an insane person, you have to obtain the Lunacy Act certificate as well.

5070. If a general medical practitioner in London finds himself dealing with a weak-minded person whom he considers certifiably insane, of the pauper class, what does he do ?—I take it that his first proceeding is to get into communication with the Clerk to the Board of Guardians with a view to its admission.

5071. The Board of Guardians does the rest ?—Yes, they take charge of the child; either take it into the workhouse as the first step, or they give an admission order straight away for its admission to our institutions.

5072. Dealing with adults, is it the same ?—Yes.

5073. Do you accept the medical certificate of the general medical practitioner, or are they seen by your own medical officer ?—The medical certificate required for an admission order has to be the medical certificate of the officer of the workhouse. I have stated that on page 282. The certificate which has to accompany the Order of the Clerk to the Board of Guardians has to be the medical certificate of the medical officer of the workhouse.

5074. So the general medical practitioner cannot get one of his own patients into your asylums without the intervention of the Guardians ?—No.

5075. After the medical certification, there is a third certification required by the Chairman or a member of the Visiting Committee ?—That is all part of the same proceeding. It is all on one paper.

5076. Does the Chairman or member of the Visiting Committee overrule the medical opinion ?—We should not know it, if he did.

5077. You are not aware of it ?—I am not aware of it, no.

5078. As regards case-taking, on page 283 you draw attention to the fact that it is important for the medical officer to get details of the family histories. Your doing so suggests to me that details at present are not recorded. Is that so ?—They are being recorded by our medical officer of the feeble-minded children homes very considerably, as far as she can possibly manage.

5079 and 5080 were subsequently withdrawn.

5081. (*Mr. Chadwyck-Healey.*) One or two questions on the cost. The Tooting Bec asylum is the most modern. The cost, on page 284 of providing for accommodation, is given at £334 per bed. On what figure is that calculated. On the 750 for which the building was designed ?—It is on the 750 plus the thirty-six beds in the probationary blocks.

5082. Does it include the cost of the land ?—Yes, it is the total cost of the provision of the Institution.

5083. Am I right in saying, in round figures, the cost is £250,000 ?—No, it was more than that.

5084. According to my arithmetic, 334 multiplied by 750 would come to about that ?—I see it is arrived at by an estimate of the cost of the additional buildings which are now going up; the place has really cost altogether up to the present time £300,000. The estimate of the approximate cost of the additional buildings, which are only for patients and do not include administrative buildings, is £36,000, and that would give the total accommodation 966, bringing down the average cost per bed to something under £350. I have put here £334.

5085. In your opinion, is that an outside cost, or is it a low cost per head—a low average ?—I do not know that I can say that it is either outside or low. I think, considering the nature and description of the Institution, it is just what it can be done at, at the present date.

5086. The land was costly, I presume ?—Necessarily, owing to the situation.

5087. If you could go into the country to start a colony, the land would probably be cheaper and the rate per head would be less ?—It would make all the difference in the world. This place was built in London with the object of having it close, so that friends could visit. One had to disregard more or less the fact that it was much more expensive to buy a site of over twenty acres within six miles of the City, and the land alone cost something like £1,200 an acre. If you are not fettered by that obligation to be near to the centre of London, of course you can go miles out and get land at a very much lower rate, as you know. I can give you an example. We have a very fine site on which that Darenth Institution is erected; we have there 164 acres of land which cost only £16,000; a little more than half what the twenty acres at Tooting Bec cost.

5088. Can you give any figures—they must necessarily be round figures—of the cost per head of providing a colony ? Leave the land out, because that must be varying. Take the cost of providing buildings and so on ?—We have had some recent experience in building schools for a class of children, not feeble-minded, a class of children who require more or less hospital treatment, as well as education. I do not know whether that is comparable with this. We have built cottage homes, each cottage to hold something like twelve children and the house-mother. As far as I can remember the cost per head in those institutions comes out at about, I said £200 just now, but I think perhaps I ought to put it at £250. They vary, of course. I think the cost of the institution we have recently built, including schools, class-rooms, laundries, isolation blocks, and that sort of thing, a complete colony for 360 children on one site, has been about £280 a bed, in round figures.

5089. Does that include the land ?—No. The land in each case was very inexpensive; it would very slightly affect the price.

5090. (*Mrs. Pinsent.*) Do I understand you to say the land for the Tooting Bec asylum cost £1,200 an acre ?—Yes.

5091. Yet the total expense came only to £334 a bed ?—Yes.

5092. Could you tell us how much the buildings cost, without the land; they must have been rather inexpensive ?—No; there are only twenty acres of land. The total cost of the land was £27,000. It does not modify it very much. It leaves it a little over £300 a bed, for building.

5093. Have the Lunacy Commissioners anything to do with those buildings ?—Yes.

5094. Do those plans have to be passed by the Lunacy Commissioners ?—No, the plans have to be passed only by the Local Government Board. I have reason to believe that the Local Government Board does consult with the Lunacy Commissioners before they approve plans for an asylum, but so far as I know there is no obligation on them to do so.

5095. In reference to what you say about parents taking away their children, is it your experience that they take away many children against the advice and wishes of the authorities, or is it only very occasionally ?—Speaking of these feeble-minded children only, I think I may say we have only lost seven. It is not absolutely certain in each of those cases, but I think it is about the figure.

5096. Out of how many ?—Out of thirty-nine altogether who have gone, and out of 146 altogether admitted.

5097. It is not a large proportion ?—No.

5098. Dr. Dunlop was asking you about the steps that an ordinary medical practitioner would take to get a child admitted, or an adult admitted, to one of your institutions, and you said every case had to pass your own medical officer. Do you often find that your own medical officer will overrule the certificate given by the ordinary medical practitioner—that they will disagree as to the mental condition of a child. Are there many cases of that ?—No, I think not very many. There are a few included in the returns of patients discharged. I have a very interesting case at the present moment. It is quite an exceptional case, and it may illustrate the kind of case that may occur occasionally. There is a child belonging to one of the Boards of Guardians of the Metropolis who was rejected from the special schools of the London County Council on the ground that the child was imbecile. The child has been retained by the Guardians for some considerable time, and is finally sent to our reception home at Tooting Bec. There, under the

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present practice for applying at once for its certification under the Lunacy Act for permanent detention, we found it impossible to retain the child on the ground that our own medical superintendent cannot sign a fourteen day order, and he calls in an outside practitioner who will not certify for permanent detention. The result is considerable discussion between myself and the clerk to the Board of Guardians. It is a very hopeless position.

5099. What will eventually happen to that child?—I am not quite sure.

5100. Can you tell us where the doubt arises?—In the case of our own medical superintendant of our asylum and the outside medical practitioner who will not give the certificate under the Lunacy Act. They will not describe it as a lunatic.

5101. The experience of the people who have been trying to educate it for some considerable length of time is that it is incapable of education—an imbecile?—I am am not at all sure that they ever tried to. I do not think it ever went in. My impression is that they rejected it on the first examination at the special class. The medical officer of the Education Department, at any rate, absolutely declined to receive it in the special class.

5102. This is, I suppose, rather an exceptional case?—It is quite exceptional, but still there are children just on the border line between the two classes with whom it is very difficult to deal.

5103. I have come across a good many of such cases in the provinces. I always understood in London there was not such difficulty as there is in the provinces, because of your Board?—In London very much depends on the difference between the different medical officers in the different districts of London.

5104. It is not at all an infrequent thing, I take it, that there is a difference of opinion between what you call the outside Doctor and the Doctors who work with you?—I do not think there is often a difference of opinion.

5105. Not often, but it does occur?—It does occur.

5106. I see one witness recommends that these cases should always be referred to an expert. I suppose that is the reason?—Yes.

5107. (*Mr. Burden.*) In answer to Mr. Chadwyck-Healey just now I think I understood you spoke of some colony which had been established at a cost of £280 per bed for 360 cases. Might the Commission take that sum as a guide as to the cost that would have to be incurred should provision have to be made for these weak-minded persons?—It is impossible to say. I quoted that as an instance of an establishment that had been built for pauper children who required hospital treatment. As a matter of fact they suffer from ophthalmia; they require a certain amount of medical treatment at the same time as they are receiving education. It would depend entirely on the views of those who had charge of them, my Board or any other, as to the kind of accommodation they required. Speaking off-hand I think it might be taken as a very fair guide.

5108. You do not think it could be done for less?—It depends entirely on what is wanted; I think not.

5109. I have compared the figures on page 45 of the annual report of the Metropolitan Asylums Board for 1903, and I notice there that the cost of "other charges" has grown considerably since 1899, the first of the five years given. Is there any explanation why the charges under that head should grow from 57·9 to 67·7. It is in the total averages for asylums for imbeciles?—I am afraid I could not tell you off-hand. I think the cost of provisions has increased; I am not sure that the cost of coal has not increased; wages have undoubtedly increased.

5110. Would not they come under the maintenance item in the previous column—both wages and maintenance?—I find that the maintenance of officers and servants has increased roughly speaking 1½d. per head per day.

5111. That would affect the previous column, would it not?—Yes, the expenses of the buildings and establishment, the maintenance of the institution, the wages of the staff, the heating, lighting and cleansing, including water; they have all gone up lately. I see for instance in the Michaelmas half-year 1900 they were as low as 4·7d. per day, and Ladyday 1903 as high as 6·10d., and Michaelmas 1904 they have come down again, since the date of that return, to 3·8d.

5112. So that the charges under the item "other charges" would now be less?—Maintenance of officers and servants would be in these "other charges." This is only maintenance of the patients on page 45; the "other charges" include maintenance of officers and servants which account roughly speaking for 1½d. You may take it all round at 1d. per day.

5113. May we take it that the column headed "Maintenance" simply means the maintenance of the inmates?—Yes.

5114. Does that include laundry and such things?—It includes stimulants, provisions, necessaries, which would include clothing and so on, and funerals of patients who died. That is all included under the head of maintenance of patients. That last item is very small.

5115. The "other charges" would include stipends of officers, food for officers, and so on?—Yes, upkeep of buildings, lighting, warming, and cleaning, rates and taxes, insurance and miscellaneous.

5116. (*Chairman.*) I want to ask about a matter Mr. Byrne spoke of, that is with regard to the Colony, supposing there were one. I understood you to say it could not be reproduced to-day at the same cost as it might have been some years ago?—I was speaking then of our total accommodation.

5117. With regard to the feeble-minded and insane?—Yes.

5118. Why could not it be reproduced as cheaply now?—A large part of our accommodation consists of two asylums at Leavesden and Caterham. They were built over thirty years ago at a very low cost compared with modern day expenditure. There are two reasons. First of all, because I do not think if you were building to day, anybody would dream of building such very large wards as they have there for accommodating so many people in one block, and secondly, if they did, there is no question whatever that the cost of building has gone up enormously.

5119. In fact, both the cost of building has increased and also the requirements of the authorities are more elaborate?—In their distribution and treatment of the patients, yes.

5120. But as regards the feeble-minded that condition would not exactly hold good, because the requirements of the feeble-minded are not necessarily so good—need not be so elaborate?—No, but I do not think anybody would think of building for the feeble-minded, the improvable imbecile, on the lines of the old establishments to which I have just been referring. I think you must take something more like the case to which I have more recently referred, of those built for ophthalmic children, as being nearer the cost per head.

5121. There is one other point I want you to explain a little further, that is as regards the power of retaining after the age of twenty-one. I understand you have power, under certain conditions, of retaining them up to twenty-one?—We have now.

5122. Is it a power?—It is only empowering the Board to do it. It is no power to detain against the will of the child or parent.

5123. No, I understood that. You said the Board would probably wish to have power to retain beyond that age?—I think I said that the Board is distinctly of opinion that it will not be possible to send them out into the world when they are twenty-one.

5124. Would it be merely an order of the Local Government Board that you would need to retain them?—That would not be sufficient to retain them against their wills.

5125. I do not mean against their wills; would that be sufficient to retain them if they were willing?—As far as giving my Board power to make provision for them, maintain them, and clothe them, and so on, and carry on the work that they are now doing, an order of the Local

Government Board would be sufficient. They can constitute my Board the authority to deal with any classes of the poor chargeable in London.

5126. I suppose your opinion is that the patients themselves will be willing to remain ?—I should think, from what I know, that there is no probability of the patients themselves having any disposition the other way. It would never occur to them to go.

5127. So that at the age of twenty-one you would have no difficulty in retaining them, if you had the power to do so ?—Provided they were properly chargeable to the Guardians, and there were no other cause intervening, I do not think there would be any difficulty.

5128. At the same time, you think the law ought to be strengthened by giving you power of detention before the age of twenty-one ?—In the interest of the individual, if you want to avoid the risk of his relatives and friends exercising their inducements, or their powers, to withdraw the child from beneficial treatment, further power undoubtedly is necessary.

5129. (*Mr. Hobhouse.*) With regard to the cost of these cottage homes in which you house the children, could you tell me what would be the cost of putting up a pair of cottages of the best type which would be appropriate for housing the class from which the children are drawn ?—I think if you would not mind asking Mr. Helby he will give you a better idea than I can. It depends on the size of the cottage and the character of it.

5130. You could not give me any satisfactory estimate ?—No.

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5131. (*Mr. Loch.*) What would you take to be the cost per annum of the imbeciles and of the defective children, taken together. Should I be right in taking your figure in page 15 of your Report and putting down £193,884 as the cost of the imbeciles ?—Yes.

5132. Would that be the right figure for what you may call the normal standing expenditure for that department—the imbeciles ?—Yes, for the year 1902-3.

5133. Added to that what would the defective children cost ?—We have put them together in that table—children of various classes.

5134. May I take it that the cost is about 2s. a day, or £36 per head ?—The feeble-minded children cost £37 per head. There are 107 remaining at the present moment at a cost of £3,700 a year.

5135. That would be a total expenditure on imbeciles and defectives ?—Yes; that is including, of course, entirely hopeless imbeciles.

5136. I am only trying to get a kind of standard of what might be the expense if the system were extended. I take it that those two figures would represent about what you might expect to have to provide if the system were gradually extended ?—It would be a little more because, of course, the entirely uneducable imbecile incurs no expense in teaching at all; so that there is that trifling difference.

5137. Otherwise those figures would hold ?—Yes.

J. T. HELBY, Esq., called; and Examined.

5138. (*Chairman.*) You are a Member of the Metropolitan Asylums Board ?—I am.

5139. You have been on the Darenth Sub-Committee ?—Over seven years.

5140. Darenth deals particularly with the feeble minded imbecile class ?—Yes.

5141. You also had wide experience as a Metropolitan Guardian ?—I have.

5142. And also on the School Board ?—I was for six years a Member of the School Board.

5143. You have been so kind as to give us a statement of your evidence. May we take that as read and put it on our note ?—Certainly.

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ABSTRACT OF EVIDENCE TO BE TENDERED BY J. T. HELBY, ESQ., MEMBER OF THE METROPOLITAN ASYLUMS BOARD SINCE 1898, MEMBER OF THE DARENTH ASYLUM SUB-COMMITTEE SINCE THAT DATE (CHAIRMAN FOR THREE YEARS). MANY YEARS A METROPOLITAN GUARDIAN AND MEMBER OF THE SOUTH METROPOLITAN SCHOOL DISTRICT; FOR SIX YEARS A MEMBER OF THE SCHOOL BOARD FOR LONDON.

Public provision for all classes.

(1) Is in favour of public provision being available for the detention in suitable institutions of idiots, epileptics, imbeciles and feeble-minded and mentally defective persons of all classes and not only, as at present, for those chargeable to the Guardians of the poor.

Payment.

(2) Believes that the question of making provision for payment in the cases of patients whose circumstances allow of it should be considered.

Compulsory and permanent detention.

(3) Considers that subject to certain restrictions detention of such persons should be compulsory and permanent.

The restrictions as to admission should be:

(*a*) Question of medical examination and certification;

(*b*) ability and desire of relatives to provide satisfactory private detention.

Compulsory and permanent detention.

(4) Considers it most important that in order to ensure an approach to a uniform standard the medical examination and certification should be under the control of a central authority. This authority could command expert assistance. In no circumstances should the certification of lunatics, idiots, imbeciles or mentally defectives be left in the hands of private general practitioners.

Period of detention.

(5) Considers that the restriction as to detention should be that before discharge a certificate from the same source should be required to the effect that the discharge could be made without danger to the inmate himself, or to the community at large from the possible propagation of the species. Is strongly of opinion that the utmost importance should be attached to measures to provide against this latter evil. It might be desirable to have an annual review of many of the cases detained.

Notification of cases.

(6) Considers that in order to ensure that every case is duly brought to light, it should be made the duty of the medical officers of educational authorities and of all practitioners to report all such cases to the central authority on the lines of the notification of infectious diseases.

Authority.

(7) Considers that the county councils in the country should be the central authorities, and that the Metropolitan Asylums Board with extended or altered functions might be the nucleus of the metropolitan authority. The latter body already deals with the non-pauper class in the case of infectious disease, and it has, since its formation, been the only public authority in London for dealing with the class in question.

Amendment of law.

(8) Is strongly of opinion that such amendments in the law should be made as would allow of proposals on these lines to be carried out.

Industrial colonies.

(9) Is of opinion that provision can best and most economically be made in large industrial colonies.

Plan of colony.

(10) Considers that these industrial colonies should be built on the small block system, as at Darenth, the type of building being varied to suit the degree of deficiency, age or other circumstances of the patient.

Advantages.

(11) Considers that the advantages of such colonies would be:

(*a*) the facilities for classification afforded;

(*b*) that the danger of epidemics would be diminished.

(*c*) that only such colonies on a large scale can be to any extent self-supporting.

Darenth an example.

(12) Considers that the institution at Darenth as reorganised offers a good illustration of the class of

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Improvable and unimprovable.

institution required, though certain limitations in dealing with old buildings would not be met with in the provision of new institutions.

(13) Considers that due provision should be made for the separation of the improvable from the unimprovable cases. Children of the former type as soon as old enough should be educated in manual training schools, and provision should be made for the continued employment of those who have passed successfully through a course of training during childhood and youth, and for those admitted as adults who are capable of employment.

Sexes in one institution.

(14) Considers that subject to classification by blocks of patients, according to age, sex and infirmity, there is no objection to housing both sexes in a single institution, or to the retention of a reasonable proportion of working patients in an institution for helpless cases, subject to their being housed in one block.

Cost.

(15) Considers that under these conditions, with proper medical control and efficient craftsmasters and instructors, the cost of the care of these cases would be considerably reduced, and that there would be no lack of suitable industries such as those carried on at Darenth, *e.g.*, tailoring, bootmaking, basket making, upholstery. carpentering, brush making, mat making, weaving, needlework, laundry work and kitchen work, and others might be added as found practicable. The number of officers required would be the minimum for supervision and control, as the bulk of the work of the institution, laundry, farm, etc., would be done by the inmates.

Feeble-minded.

(16) Considers that the mentally defective or feeble-minded class should be treated, when certified as already suggested, on similar lines to the imbecile class. The Metropolitan Asylums Board, which has had the care since 1897 of cases of this type chargeable to the guardians of the metropolis, has provided for them in small homes adjacent to the special classes of the County Council. The children live in the homes and attend the classes daily, but witness considers that this is not necessary. They would be better and more economically dealt with in an institution like Darenth, having separate cottages provided for them. It was hoped that these children might be so far improved by this special care and training as to take their place in the world, but experience has lent no support to this view.

Objections.

(17) Considers that the system is open to the serious objection of dual control with marked differences of opinion about individual cases, and that the care and training of such children should be under one and the same authority.

Type of education.

(18) Considers the type of education provided is suitable only for the youngest children. Is strongly of the opinion, which is supported by the Board's experience, that manual training and useful occupations should begin as early as possible, and this for the reasons already given, should be in institutions of the type suggested.

Permanent detention for feeble-minded.

(19) Entirely supports the view adopted by the Asylums Board that permanent detention is necessary for the great majority of this class. When the children arrived at the age of sixteen, the limit up to which the Board until recently were authorised to provide for them, it was found that they were quite unfit to go out into the world. The Asylums Board eventually obtained an order from the Local Government Board authorising the making of provision for these children up to the age of twenty-one, and this work is now going on in an experimental way, but the Board look upon it as a step only in the right direction.

5144. (*Dr. Dunlop.*) I notice that you are of opinion that the Metropolitan Asylums Board, or the Central Authority, should deal with all cases of imbecile or weak-minded persons?—That is so.

5145. Independently of their social status?—Yes.

5146. Does that imply that imbeciles of the better class are to be be made paupers?—Not so. My view is this, that the Local Government Board ought to give us power to charge for the better class who desire to send them. Our experience is of such a nature that those of a better class would be very glad to put those suffering under our charge. The experience of our attendants and others is such as they cannot get elsewhere.

5147. You could adapt your institutions for the treatment of all social classes?—Certainly. I do not say the present ones can be adapted, but buildings, and so forth, could be put up which would be suitable. It may be even possible to adapt the present ones.

5148. And I notice that you put down certain restrictions to the admission. The first is the medical examination, and the second is the desire of the relatives. That rather suggests that the Board would have the power to interfere when they came across weak-minded children outside to actually go and seize them?—I think it would be most desirable in the public interest that there should be power to detain all those suffering from feeble-minded imbecility.

5149. Of all ages?—Of all ages.

5150. And among the better classes as well as those who are paupers?—Yes.

5151. Now, as to the medical certificate, I see you exclude very emphatically the medical certificate of a private medical practitioner?—Quite so.

5152. I should like to hear your reasons for that?—My reason for that is this: That the question of the feeble-minded which are dealt with now, as distinct from the imbeciles, is of such a nature that it should come under one expert, a person who is capable of distinguishing. At the present moment my experience has been this, that you may get a medical man in one room and another in another room, and the same patient may go before one who would certify him as only being feeble-minded and the other would certify him as being imbecile. I have seen it over and over again. In the last few years, I have gone, for instance, when I was on the School Board and seen what they call the "defective children," I have seen also those which are feeble-minded under the Children's Committee of our own Board, and I have seen also very many of those and examined them at the Darenth Improvable Schools. I am bound to say this, that I have seen some of those, and examined them, spoken to them and so forth, at Darenth Asylum, where they are under detention and found a better class of child than those whom I have seen either at the School Board Defective Schools or under the Children's Committee.

5153. In fact your experience is that the two classes are degrees of the same thing?—There is the difference between tweedledum and tweedledee.

5154. They form one class?—Yes, there is a lot of overlapping going on. In our own Board we have practically two committees dealing with the same children—the Children's Committee and the Asylums Committee—the cost is considerably higher for those under the former committee than it is at Darenth. The same applies with regard to the children at the Board School; their cost would be more than either of the others.

5155. Is there any practical advantage in having them divided?—I say no. It is rather a disadvantage. My contention is they are better dealt with at Darenth, the surroundings being more suitable for employment, and that they are employed there with greater advantage.

5156. And at Darenth, or any other central institution you would have power of classification and of drafting them into Homes?—Yes.

5157. Would not that be a better way of regulating admission than trusting to the medical diagnosis of your medical officer?—I think the two should be combined, if possible; they should be put on probation.

5158. Do not you think the probationary period is much more valuable to classify them than the immediate opinion of your medical officer?—I think the two should be combined. No medical officer should, unless it is an absolutely certain case; but there are so many that are not so. They should be put on probation first.

5159. The probation is very much more important?—Far more important, because you can ascertain during the probationary period whether the child is improvable or unimprovable.

5160. And continuing on the same lines, if you have probation, and classification after the probation, it would be a practical benefit to bring all classes under the one authority ?—Distinctly.

5161. They are as a matter of fact all imbecile, every one of them. If you were trusting to probation for classification, then you would be quite willing to trust to the general medical practitioner's opinion as regards admission ?—I should.

5162. I think you referred to the great desirability of limiting the power of discharge ?—Yes.

5163. The power of discharge of these imbeciles or weak-minded persons or feeble-minded persons, call them what you like, should be very specially guarded ?—Yes.

5164. I daresay you have had experience of cases where weak-minded persons have been discharged from asylums ?—We have had some at Darenth. Of course, they have come back to us shortly afterwards in many instances.

5165. Have you any experience of prisons ?—I have not.

5166. Are you aware of the fact that a considerable number of ex-asylum cases turn up in prison very shortly after discharge from asylums ?—No, I am not aware of that.

5167. As regards this restriction of discharge, that should be given under a medical certificate, should it not ?—There should be two things; first of all, the medical certificate; then, at Darenth, where there are very few discharges, we always inquire as to the possibility of the parents or relatives being able to take care of them, and look after them.

5168. The second is much more important ?—The second is much more important, and is one which to my mind ought always to be carried out. We want to keep them away from their relatives. If a man is married, it is of the utmost importance to retain him all his life and thus obviate the danger of propagating children of a similar type.

5169. Going on with your statement, at paragraph six (p. 295), you say: "It should be made the duty of the medical officers of educational authorities and of all practitioners to report all such cases"—practically compulsory notification of feeble-minded and weak-minded persons ?—Yes.

5170. Do you think that that would be a practical measure ?—I think it would be desirable; whether it is practicable, or not, I am not in a position to say. I think it ought to be done as far as it possibly can be.

5171. Do you not think it would be rather an unfortunate position for the medical practitioner to go into a house as a detective ?—In most of these cases it is brought to their knowledge without their becoming a detective.

5172. Do you not think that a medical practitioner should treat with confidence, and strict confidence, the information which he gets from his patient ?—He would have to deal with it as a matter of confidence and suggest to the parents of the child or the relatives of the child, as the case may be, what he thought had best be done. But, of course, I can quite see there is great difficulty, as you say, about taking the position of a detective, but the same thing would apply about tuberculosis. You could never find that out unless you did become a detective. That would be impossible unless you examined every person.

5173. Infectious disease is hardly on a par with that ?—If a medical man is called into a house and he finds that the patient is suffering from scarlet fever, his duty is to immediately notify the fact to the medical officer of health. Then he has to deal with it afterwards. The same thing might apply in that case as in the other.

5174. The Infectious Diseases Act interferes with the liberty of the subject ?—It does to a certain extent.

5175. Would you advise that the interference should be applied to the whole of the weak-minded classes ?—I think in the end it would be beneficial to the public, if dealt with on the same lines as infectious diseases.

5176. You will allow there are certain difficulties in the way ?—I will. We know that in all these changes certain difficulties have to be overcome. There is the difficulty of the power of detention; that is the initial difficulty.

5177. You might tell us your opinion about what authority should regulate the treatment of these imbeciles and feeble-minded ?—I do not quite follow. Who should take charge of them ?

5178. Yes ?—My strong opinion is that the central authority should be the Metropolitan Asylums Board. They have every opportunity of dealing with these cases, and they should be the central authority. When it comes to the question of buildings for their accommodation, the Metropolitan Asylums Board have them. We have at the present time, at Darenth, an institution, occupying a site of over 160 acres, with all the requisite buildings thereon. Attached thereto is a very large establishment called Gore Farm Hospital, and there we have a number of smaller buildings which cover another 163 acres in a splendid position. My opinion is that the whole of the feeble-minded and imbeciles (the improvables I speak of specially now) could be accommodated with very little additional expense for building purposes.

5179. That is hardly my conception of a central local authority. The county council is a body founded for local government ?—I do not know what the county council is now. It is somewhat difficult to know what authority they have. They seem to want everything. But I certainly consider at the present time they are not as capable of doing the work of the feeble-minded and imbeciles as the Metropolitan Asylums Board, who have large experience. Their officers and servants have large experience also.

5180. Have you any opinion as regards the authority outside London ?—We have no authority outside London.

5181. But under what authority should the care of these people outside London be ?—I think there you probably could not help putting it on the county councils. The county council work as far as London is concerned is of so extensive a nature and so varied that with work of this kind where you have to deal with a population of 5,000,000 you want a separate body to deal with it. There should be none of that overlapping; they should deal with it as a whole. It is clearly understood that overlapping costs the ratepayers more than if we place the work under one central authority.

5182. Would you put it in this way: all classes of feeble-minded persons should be under one authority, and we need not use the name "Central" here ?—Quite so.

5183. As regards the possibility of an institution being more or less self-sustaining; have you any opinion about that ?—Yes, I have a very strong opinion. An industrial colony should, in my opinion, in course of time, be made to a large extent self-supporting. I think 50 per cent. of the cost might be made up by the work carried on by an industrial colony. My experience with regard to Darenth asylum is this: up to within the last six months we had a large number of persons (I am speaking now of the adult imbeciles) there, who were simply wasting their time, but who were capable of doing work. We have fortunately been able to get a medical superintendent and a craftsmaster who have great sympathy with the work, and the result has been most satisfactory. We have a large number of these men and lads out on painting work. They have done two jobs, and from the calculation made between the estimate and the actual cost, we have saved 33 per cent. That is all to the good. I am of opinion it could be very largely extended; in fact, I notice Mr. Mann in his evidence refers (on page 230) to what has been done in three months. This is practically the initial stage. You see the amount that has been done by these persons.

5184. Can you tell me the actual money receipts the institution have got out of the work of the inmates ?—No, I could not say at the present moment.

5185. Would it be a large or a small quantity ?—It is an increasing quantity. As we put more on, so the quantity will increase. I take it in the course of time the industrial colony will be able to supply workers to the other institutions. There is a great deal of work

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done by these persons. There are practically three classes in the industrial colony: there is the class of person who does the house-work—you have those people to do the work which otherwise you would have to employ paid men or women to do; therefore, that money is saved; and there is another class you can get to do the farming work—if you do not, you would require a larger number of farm labourers; then you have the industrial work, such as mat-making, tailoring, boot making, and painting and that class of work. These I look upon as the first class of the improvable in the industrial colony. That class will do, and are doing, a very large amount of work, which will gradually increase.

5186. And be done at a profit?—And be done at a profit. I do not mean to say if you were to take a man outside and put him to do the work, he could do it with a profit to his master, but it is a profit for us, inasmuch as if he did not do this work, we should have to employ a painter to do the work, and pay him.

5187. Allowing that your estimate is correct, have you any experience with a labour colony outside Darenth?—I have not.

5188. Taking your own estimate of 50 per cent.—that the work in the place will pay 50 per cent. of the maintenance?—I will give you one instance taken from our Annual Report—this is the instance I was giving you: "As instancing the possibilities of usefully employing "under proper supervision and guidance the labour of "imbecile patients, we wish to record the gratifying "fact that during the latter half of the year painting "and cleaning work estimated to cost £104 16s. was "carried out at Darenth principally by means of such "labour at an actual cost of £47 18s. 10d., half of which "amount was for materials. The estimated saving was "therefore £56 17s. 2d."

5189. The annual cost of Darenth is very large?—It is enormous. The job referred to is only one of many.

5190. You think many of these small jobs will come out of the 50 per cent. of the total cost?—Yes, on the same lines as that.

5191. Would you look at your statement, paragraph 17? You say you consider the system is open to serious objection. I could not quite follow what the system referred to is?—The system that is referred to is embodied in paragraph 16 (p. 296).

5192. Of separating the two classes?—Yes.

5193. You are very emphatically of opinion that there should be no age limit for the treatment of the imbecile or feeble-minded?—Decidedly not. It is most important that they should be detained without reference to age, although very costly. The number of infirm patients is becoming gradually greater. Mr. Mann referred to the question of the cost of Tooting Bec. The cost of patients at Tooting Bec is much larger than it is in any other asylum, because we have nothing but infirm patients there, and that number will increase year by year as these patients get old; and they do live to an extraordinary age. Even the very hopeless children that we have at Darenth, who are nothing more nor less than lumps of flesh, being perfectly helpless in every way, and requiring constant attention, live on and grow in a marvellous manner.

5194. There is one other class of cases I would ask your opinion on, that is the class which includes neglected cases of mild lunacy that are at present in and out of prison. Have you any suggestion as regards their treatment. Do you approve of their being taken by the ordinary imbecile asylums, or not?—No. They might be taken to the ordinary imbecile asylum, but they should be treated in separate blocks.

5195. On what grounds?—Because they are a criminal class as I understand.

5196. A lot of them are simply harmless drunkards?—I think the more the harmless drunkard is kept away from the others the better.

5197. He would not be a drunkard if he were in an institution?—No, but still I should keep him away from the others; I think the further they are kept away the better.

5198. I suppose there is a dislike to prison cases being sent to asylums?—We know nothing at all about them.

5199. (*Mr. Burden.*) May we carry the question of the industrial colony a little further. I think you said the saving eventually might be 50 per cent. owing to the industries of the institution?—Yes.

5200. I notice at Darenth the cost is returned by Mr. Mann at £31 4s. per head per year. May we take it that you think eventually, the cost might be reduced by half, that is by £15 12s. or 6s. per week?—No, I do not say that for one moment. I say the cost of the industrial colony *per se*. The Darenth Asylum includes other classes; for instance, there are the children, they have to be educated; there are teachers, industrial trainers for them, up to the age of sixteen. You could not make any saving there. The saving that I speak of is at an industrial colony.

5201. Supposing industrial colonies were established to deal with cases independently of every other kind of case, we might then look to 50 per cent. of the expenditure of the inmates being met from the receipts from industries?—That is my opinion, because there is a very great deal of work which they can do, and will do.

5202. You do not think the initial cost of maintenance in a colony would be more than £31, the cost at Darenth now—the average cost of the whole institution?—No; much of course would depend upon the number contained in the institution. For instance, you could keep 1,000 at a cheaper rate than you would 500, and 500 than you would 100. All must depend upon that.

5203. What number do you suggest should be the number?—I do not see that you need limit the number, I was going to say, where you get plenty of space such as we have there, 350 acres, and you have the buildings all separate. I do not see that you need limit them.

5204. You think one superintendent would be able to supervise, say, some thousands?—The duties practically of a superintendent are of an administrative and organizing character. He would be assisted by competent officers and the industrial trainers would be with the patients.

5205. Would you look to the officers below the rank of superintendent to intimately know the inmates?—Certainly; you could not do otherwise. For instance, in a workshop with twenty or thirty people, they would have an industrial trainer or two, and they would go with them to their wards, and look after them. That is the new scheme which we have adopted at Darenth. We have industrial trainers and they take charge of the patients the whole time.

5206. You do not think it necessary for the superintendent to know each individual inmate?—I do not see in a large establishment how it is possible for him to do so. He has his assistant medical officers. The administrative work in a large institution of that kind is enormous.

5207. What kind of buildings would you erect if you erected buildings specially for labour colonies?—I should erect them all on the ground floor.

5208. All one storey buildings?—All one storey buildings, we have had experience in that just recently in building a hospital for convalescents. We find we shall have the cheapest hospital we have built for many years, although it covers an enormous amount of land.

5209. One storey buildings cost less?—Less than two or three storey buildings; that is our experience recently.

5210. What would you think of buildings erected something after the shape of cottages in which the inmates would ordinarily live if they were at large—people of the same class?—I do not see the advantage of it. I do not see how you are going to get these inmates to do everything as they would in a cottage. In an industrial colony I do not see that you can take each cottage and deal with it as a home of itself.

5211. You think it would be better to deal with them in larger places?—Much better in my opinion and much more economical. The great secret is to give these people employment, and it is good for them. It is astonishing how these men like it, and they like to feel that their work is being appreciated. Only the other day at Darenth these men and lads were painting in the sheds at the farm buildings. One of my colleagues said to one of the patients, "That is capital." He was delighted, and a little chap just by the window called out at once; he wanted his admired. They were happy and contented.

5212. Some of us were at Darenth the other day, we noticed the feeling you speak of. I remember a lad who had been put on to mat making the day before. He had great joy in showing us what he had done in that particular mat. You find that so generally ?—Yes; they want encouragement. You get a great deal out of them, and of course the whole of the work is mechanical. They are like machines; they copy. The task-master is a man who takes great interest in it. He will set a lad to watch the others for a week or ten days—doing nothing but simply watching. At the end of ten days, or before, he will say, "I should like to try."

5213. How large a proportion of the present inhabitants at Darenth are capable of doing work of this kind ?—At the present moment I should say we have 200 on that industrial work, but, of course, there are a large number on the other, what I call inferior industrial work, cleaning and housework—cleaning the wards.

5214. There are about 2,000 at Darenth ?—1,900 there were; I do not know that there are as many now. Half of those are under sixteen in the schools—about 500 in the schools under sixteen; then there are another 400 in the pavilions who are helpless and hopeless cases—I said just now like lumps of flesh. Then, in the industrial colony, I think we have 900.

5215. That is 45 per cent. ?—Yes.

5216. There are about 45 per cent. already in the care of the Metropolitan Asylums Board w o are capable of earning their living ?—Yes; we could extend it to any limit.

5217. (*Mr. Chadwyck-Healey*) In the ideal colony we have been talking about you would not receive, I suppose, certifiable lunatics ?—No, only those which we do now, the harmless chronic lunatics. They send them from the London County Council. They are very glad to get rid of them when they want to make room.

5218. With the exception of the certified lunatic, every other class of defective-minded person you would take on the ideal colony ?—Yes.

5219. Let us consider what sort of thing that colony would be. It would be provided with workshops, I take it, for the various classes of trades which you have indicated in your own ?—Quite so.

5220. I suppose it would have a certain amount of land for cultivation of vegetables, and so on ?—Yes, farm land, farm buildings, cows, and so on.

5221. And the buildings would be of a separate character each capable of containing so many patients ?—Yes.

5222. And all on one floor ?—Yes; that is if you are building it. We have a good many of those now at Gore Farm which could be used for that purpose.

5223. Then there would be the superintendent's house and offices ?—Yes, the administrative block.

5224. A medical establishment possibly ?—Yes.

5225. An isolation hospital ?—Yes.

5226. And I suppose a chapel ?—Yes.

5227. And the schools ?—Yes.

5228. Having got that type colony in our mind can you give us any assistance as to the cost of providing it, excluding the land which is a variable quantity. Canyou give us any idea what it would cost per head to complete such a place, starting fresh ?—I do not think you would get it much under £250 a bed; that is with all the administrative part—£250 to £300 at the very least, probably nearer £300 than £250. There is this about it; you would require less accommodation for your staff; you would want less than you would in an establishment such as we have at Tooting Bec or Leavesden Asylums, because a larger number of attendants would be required.

5229. You would be prepared, as far as you could see, to start an establishment of that kind in working order at not exceeding £300 a bed ?—Yes.

5230. Excluding the land ?—Yes, and equipment.

5231. Excluding equipment ?—Yes.

5232. That is to say, stocking the farm and providing tools ?—Yes; but with the Asylums Board the buildings and requirements are ready at Darenth and Gore Farm, and we could start within a month.

5233. I am asking you to assume in some other county of England ?—Then, of course, you ought to do it at considerably less than in London. I should think you ought to do it very comfortably at £250 without the land.

5234. Can you give any sort of round figure for the equipment ?—That ought not to be very much; there again the whole thing would depend upon the size of your place.

5235. I ought to have asked you before to take a certain number of patients as a standard ?—Yes, it all depends upon that.

5236. What number had you got in your mind in working out this figure ?—From 800 to 1,000.

5237. Did your estimate of £250 include furniture ?—No.

5238. Not beds or utensils of any kind ?—No, nothing but the complete buildings with administrative block, chapel, and laundry, and all those items to which you have referred.

5239. I suppose another £50 per bed would be more than enough for that ?—More than enough; £20 ought to be sufficient.

5240. To see the thing started ?—Yes, I should say for equipment and everything else in the country, you ought to do it for £275, including the land; land is cheap.

5241. Can you follow that up by telling us something about what it would cost in the way of salaries to maintain such a place and start a staff: you would want £800 to £1,000 ?—There again, much would depend upon your patients, and much would depend upon how many patients you would have who can do the industrial work—the three classes I referred to just now—much would depend upon the percentage of each. It is impossible to say, without you have all that before you.

5242. (*Mrs. Pinsent.*) I wonder whether you could contrast for us the education given in the London special classes, and that given at Darenth ?—I should prefer Darenth to the special classes in London. I will tell you why. The special classes in London, as a rule, are simply taught by young certificated teachers who are totally unfit to deal with that class of child; whereas we have at Darenth those who have been thoroughly brought up to deal with such a class of imbecile and they have experience.

5243. How do you train your teachers at Darenth ?—They have practically trained themselves; they have been there some twenty years. The head mistress has been thirty-one years at the work, and they have practically taught themselves exactly what the children require.

5244. Were they certificated at first ?—They were not, but they have learnt various things; they can teach them basket making, mat making, rug making, chair caning, and that class of work.

5245. With regard to curriculum, could you tell us the difference in hours given to mental work and manual work ?—There is not more than two hours a day at the most given to mental work.

5246. The children would have mental work part of the day ?—If you call it mental work; unfortunately, you cannot get much mental work out of them; you cannot improve what is not there.

5247. Is any attempt made to teach them to read and write ?—Yes, all that is done during that time.

5248. A certain portion of them ?—Yes, and then they can see what they can do, and after a time it may be that some cannot do anything at all; they have to go with the unimprovables.

5249. I think you said you were familiar with the special classes ?—Yes.

5250. Would you say too much attempt is made in the special classes to teach the three R.'s ?—In my opinion a great deal too much attempt is made to force them; instead of improving them it has the opposite effect. It is just the same in many of the infant schools of the Board.

5251. Should you say it is possible to find out by any certain age whether it is worth while going on with the attempt to teach reading ?—I certainly think it is possible after a certain time to ascertain whether they can or cannot. It is ascertainable by those who are with them.

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5252. If you did find that out, you would then recommend that the whole education should be manual?—Certainly. That is done.

5253. I see you say manual training and useful occupation should begin as early as possible?—Yes.

5254. Could you define that more? At what age would you say?—At the age of six or seven; when they come to us you very soon see what they can do; for instance they can use their fingers—tell colours—things of that kind; they can learn that very early.

5255. With regard to children who are being educated in special classes, do you think there are many of them whom you would give up all attempt to teach to read and write. Is it not very difficult to arrange that in day classes?—No, I do not find it so. They must also have a good deal of recreation That class of work must only be for a few hours.

5256. But when the child is so bad mentally that all effort to read and write should be given up, does not that rather constitute it as a case for Darenth, and not for an ordinary school education?—It is a case for a certain portion of Darenth, that is the unimprovable case; you could never do anything with them; therefore, they go into the unimprovable department.

5257. If you were to take all those children out of the special classes who are unimprovable in that sense, would you not have to increase your accommodation at Darenth?—There is no doubt that in the course of time the accommodation will have to be increased, but not at Darenth. As soon as we find that we require the pavilions where the unimprovables are, we shall take the unimprovables away.

5258. Are you speaking of the absolutely unimprovable now, or only of the unimprovable mentally?—That is the classification. We have unimprovable men, and we have unimprovable women, and unimprovable children. That is where the classification comes in. The unimprovable men are taken to Caterham, Leavesden, or Tooting Bec, and we are opening a new Asylum at Belmont, Sutton. The classification there will be patients who can simply dress themselves and walk about. They do not come into the industrial colony or the improvable.

5259. I am trying to get at whether you do not think there are many children who are unimprovable in that sense still in the ordinary day schools under the London Education Committee?—I should hope there were not many. If so, it shows a great want of care and attention on the part of those who have to supervise.

5260. You believe you have got in your asylums nearly all the children who are suitable for such asylums in London?—Yes, at Darenth. There may be one or two unimprovables whom the mistress may not be able to deal with. They should not mix with the improvable, but should go to the unimprovable department; it is very important to keep the improvables all together, and not to allow them to mix with the unimprovables.

5261. Can you tell us whether that is the case in the provinces?—I cannot tell you; I can only give you my experience in London.

5262. (*Mr. Byrne.*) I would like to ask whether the interesting views which you have set down here, which have come to you from your great experience in this matter, are the views held generally by the members of your Board and other persons of similar experience?—I think, generally, they are.

5263. In fact you are speaking in a representative capacity?—I cannot say I am because I have not been appointed as a representative, but knowing the views of a large number of the members, I say practically they are.

5264. I want to pursue the matter Mr. Chadwyck-Healey was asking, namely, the cost of such a colony as might deal with feeble-minded persons as well as other classes. In the first instance I will ask you about other classes. Such a colony as you have described might properly deal with some epileptics?—Quite so.

5265. There is little provision for them at the present time?—Very little provision indeed at the present time; it might deal with those; in fact, we have epileptics at Darenth, and they are first-class workers.

5266. If a colony were made in which work of every description were provided, epileptics could be dealt with satisfactorily?—Certainly.

5267. There are many epileptics in the workhouses in London?—Yes.

5268. Is that desirable?—I see no reason why they should not be there. I think it would be desirable if we had a colony for the feeble-minded epileptics that they should come there. I believe the London County Council are also dealing with epileptics. I consider they all ought to come under the Asylums Board.

5269. Epileptics can often work to a considerable extent?—They are some of the best workers.

5270. Would you say their work on the whole, taking the worst and the best cases altogether, could be taken as about 50 per cent. of that of the healthy person?—My view of the epileptics is that it may be valued at more than 50 per cent.

5271. If these institutions were established you would be glad from the economical point of view to have epileptics added?—Certainly.

5272. And further, administratively, you do not see any objection to an authority like the Asylums Board dealing with them, so far as these colonies are concerned, as non-paupers?—Not at all.

5273. With people who came to them not through the means of the Poor Law?—Not at all; I have given my reason why; because I think we have such experience.

5274. They would add to the numbers, and the colonies would have to be on a larger scale; that too, would make for economy?—Yes.

5275. Do you know any institutions in this country, or abroad, which are in the nature of labour colonies? Have you seen the Salvation Army place at Hadleigh?—Yes; that is all right as far as it goes for the class it deals with.

5276. It deals with people who are picked up from the streets—there are no people there who are sent straight from institutions which train them from their youth?—You cannot compare that.

5277. You would not expect to find as good results?—No.

5278. Have you seen any foreign places in Switzerland or Belgium?—No, I cannot say I have.

5279. You have no doubt read of them?—Yes, I have read a book, "Colony of Mercy." I was very much interested in that; it gives an enormous amount of information, and is a very good example of what could be done.

5280 None of these colonies have started with any initial expenditure of anything like £250 or £260 a head?—No, they have not; they have done a lot of building themselves in their own industrial colony; that could be done.

5281. There is no occasion, in other words, for a place to start in working order?—Certainly not.

5282. As a matter of fact, if you are dealing with the matter, you would not start in working order; you would start from a small beginning?—And work up. I say we are ready to do so.

5283. If it were started in the economical way, you would not be surprised to hear some such result as we have heard a short time ago in Belgium, namely, that by the labour of a large colony buildings to the value of £120,000 had been erected?—No.

5284. Would you hope for something of that kind?—Yes, gradually work it up by your own people.

5285. In that particular colony, where there were over 5,000 people, buildings which provided for that number and very fine workshops and fine farms and that sort of thing, were described as being worth £120,000. That is only £28 a head?—I am afraid we shall never come to that in London.

5286. Do you think you could do it substantially below £270?—I think, starting in the way you suggest, it would be excellent if you could do it; that would be the proper way, and you would probably get it done for half. That is quite a different thing altogether. Labour at the present time, with the Trade Unions

rates of wages and hours of labour render it most difficult to know where you are. It is not only a question of rate of pay, but you have three men to do the work of two.

5287. You would use the labour of the imbeciles?—Yes, we should save considerably in regard to that.

5288. To your own mind the sum you first mentioned was rather appalling, £270 a head; that is the asylum price?—Exactly so; our price is a good deal higher than that even.

5289. Your price at Tooting Bec is, but that is in London, and it was designed as a hospital?—I have no hesitation in agreeing with you if you started it with two or three cottages, and then brought your people and let them do the work, you could do it for half the money easily.

5290. If we could do it at that comparatively economical price, it would strengthen your suggestion and desire that it should be done?—Certainly.

5291. One or two general questions. Have you formed any estimate in your own mind as to the number of feeble-minded persons who might with advantage be dealt with, but who are not now certified as lunatics or as imbeciles?—No, I cannot say that I have.

5292. You have no doubt, in your experience as a guardian, seen large numbers?—Yes.

5293. People who come to grief and are poor and destitute and have not got the resolution to fight the battle of life?—Yes, and a very serious question it is. We are in communication with the Local Government Board upon the matter. Since Tooting Bec Asylum has been opened the Boards of Guardians appear to send all the senile decay people to us, certifying them as imbeciles, a most cruel thing. Our Tooting Bec Asylum is practically nearly full of what are termed imbeciles of that character, nothing more nor less than old men and women suffering from senile decay. One of the Guardians is a Justice of the Peace who calls in a couple of medical officers, and they certify this poor old soul because she is troublesome and dirty, and so forth, and thus she becomes an inmate of an asylum. To my mind it is very cruel; not only so, but it is a great mistake, because in congregating this class of patient together the expenditure is so greatly increased. In my opinion the proper place for this class of patient would be an Infirm Ward in the Workhouse Infirmary, where the relatives could visit them. The cost would also be less.

5294. In fact, Tooting Bec is being used for a class of persons who do not require such an expensive class of building, or such an expensive administration?—Yes.

5295. There is no work done by the patients?—None.

5296. And there is an enormous staff of paid servants, in the laundry and everywhere?—Yes; and they come in perhaps and live but a few weeks. They are from seventy-five to ninety; there are many between the ages of eighty and ninety. I have a return here, which I hand in, showing the ages of those patients admitted since Tooting Bec Asylum was opened.* They are taken away from the immediate neighbourhood of their friends and their relatives.

5297. Such arrangements should not exist except for the case of patients requiring practically hospitals either for their mental or bodily condition?—Quite so; it is of course certifying them as lunatics, to which the relatives naturally object.

5298. If we were dealing with the feeble-minded, no such practice as that would be in any way appropriate?—Not at all.

5299. With regard to your remarks on the undesirability of training children up to a certain age and letting them go, would you particularise for us the dangers which would arise and do arise from the discharge of children?—Propagation of species the same as themselves; to my mind that is the most serious of all.

5300. As regards individuals would they fall into crime often, or what is regarded as crime?—In some few cases.

5301. Would they often drift into the workhouse again?—I think it is more than likely; I do not see any other results.

5302. In fact, they would not keep themselves in the battle of life?—No, it is not possible.

5303. They cannot be expected to?—No

5304. And the State will be put to expense with regard to them, whether it deals with them as feeble-minded or not?—Yes.

5305. If they are not dealt with by one agency, they have to be dealt with by another?—Yes. The more institutions you have dealing with practically the same class the more expensive it becomes because you get a lot of overlapping.

5306. With regard to your remarks about the propagation of their like; have you, in your experience, formed a strong opinion on the question whether the feeble-mindedness and imbecility that you come across is attributable in a large measure to poverty and unhealthy surroundings, or to heredity?—A great deal to my mind is from heredity. At the same time I think there is a very great deal from drink and thriftlessness and I believe there is a certain percentage from trying to force young children to learn when they have not the brain-power. You cannot improve what is not there. That is impossible.

5307. Do you think the percentage attributable to heredity is so considerable as to make it necessary that the prevention of propagation by these people should be one of the chief objects aimed at?—I do decidedly—one of the most important.

5308. Has your experience led you to think that tuberculosis in the parents or in the family is a common or frequent cause of imbecility or feeble-mindedness?—As far as I am concerned I do not think it is; of course, you will have medical evidence more satisfactory than mine.

5309. I asked you because you have had large experience on the Board?—My own opinion is that it does not to a large extent.

5310. (*Mr. Hobhouse.*) I did not catch whether in answer to any of the previous questions you indicated the number of persons who should be congregated together?—If you have the space and the advantages, if you are building a new place, I should rather limit your number to 1,500 or something like that. It would depend upon the position and what means you have at your command, and so forth, and the county in which it would be.

5311. Would that apply in the case of children as well as adults?—Yes.

5312. And to women as well as men?—Yes.

5313. Could you congregate men and women together although in different wards?—Within the same boundary, but you would have, as we have now, separate blocks for them—separate cottages.

5314. The same thing would apply to children?—The same thing would apply to children.

5315. With regard to an establishment of this sort, would it be desirable or essential that the head of the institution should be a medical man?—For some reasons it would be, but it would depend upon the character of the man, and the possibilities of his experience. The greater part of the work of an industrial colony is not so much medical work as administrative work.

5316. As far as I can gather, you would recommend a non-medical man with a medical assistant?—I think that would probably be the better course, to my mind; if you get the right man I believe that would be the better course.

5317. You would attach more importance to the individual man than to any professional qualifications?—Yes it is the administration and organisation.

5318. Has your experience in this connection led you to that opinion?—Yes, distinctly.

* *Vide* page 305.

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5319. (*Dr. Donkin.*) I have listened with very great interest to a great deal of what you have said, particularly in regard to what Mr. Byrne was asking you just now. I should like to go a little further. You have had so far in your institutions to deal more with imbeciles than feeble-minded?—Yes, we have the feeble-minded only attached to the Children's Committee where they have these few homes.

5320. Drawing the line roughly, the feeble-minded are able in certain conditions to more or less earn their own living, and the imbeciles are not; that is the rough division?—I have not yet been able to find out from experience that our feeble-minded—that is the best ones at Darenth—are not quite equal to the feeble-minded in the schools.

5321. I understand that, but I mean for the sake of clearness one uses the term "imbecile" roughly to denote a class of mental defectives who cannot earn their own living, and the feeble-minded those who can, under certain favourable conditions?—There comes the point. I find the feeble-minded—that is the class of patient which we have in what we call the feeble-minded schools—are really no better, in some cases worse, than those we have at Darenth, who are certified imbeciles. The line of demarcation is such that one man seeing a child would say one thing and another another. That was the case, for instance, not long ago at Darenth. I interviewed a boy of over sixteen. I asked him "What Standard were you in," and he replied, "5th Standard." "Where did you come from?"—"From such and such a centre." Going further into the matter we found he became a bit troublesome at this feeble-minded centre and he was sent to Darenth. That child might have been at Darenth the whole time, and have done equally as well as he was doing there, but because he was not certified he was sent to the feeble-minded centre.

5322. In future there may be many more of the better class of feeble-minded under control than there are now?—I contend they are better dealt with at places like Darenth than these small centres, and dealt with by a more suitable teacher. A young certificated teacher is not the teacher who should deal with these feeble-minded. You want a person of more mature years, and who has had experience. It is far better. The important thing is the power to impart. You get certificated teachers who simply work up to pass an examination and get a certificate, but they very often are totally unable to control children or to impart knowledge. That is what you want with this class of child—tact.

5323. Would you agree that the feeble-minded of the better class—the more improvable—those who can to a very considerable extent earn their own living, would, if discharged, be more dangerous with regard to the propagation of children than those who are more on the imbecile border line?—Much more so. I take it, from the medical point of view, the strength, instead of going to the brain, goes to the body.

5324. Would you not be of opinion that this is the class of cases against whose compulsory detention there is likely to be the greatest opposition?—I presume so.

5325. From your great experience in these cases you must know there would be a great tendency on the part of the parents to take away their children so soon as they knew that they might help them?—That is so.

5326. Therefore that would in your opinion be a very strong reason for requiring compulsory legal detention?—I am quite sure of that. For instance, the Children's Committee have opened a couple of cottages at High Wood Schools—a school built for ophthalmic children. They have a certain number over the age of sixteen. They have no power to detain, but they have the authority of the Local Government Board to keep them to the age of 21. The Children's Committee are now asking the Local Government Board that certain others under sixteen may remain. It comes to this, as often happens unfortunately, I suppose, in all workhouses, that when a girl becomes somewhat useful the mother takes her away. The same with a boy. It is open at any moment at this place with these defective children for the parent to take the girl or boy away, and you cannot prevent it. Therefore, all that we have done may be perfectly useless except probably for the parent to make use of her and earn some money. Directly these lads and girls get away you know what takes place.

5327. I take it the majority of those who are now in your institutions would be allowed to stay there, and would wish to stay, themselves?—All those at Darenth are certified, and those under the Children's Committee are not certified.

5328. With regard to the future, if much larger numbers were dealt with, then there would be a considerable number where there would be opposition?—There would be to a certain extent.

5329. (*Mr. Dickinson.*) I notice that your first proposition is that all persons who are affected mentally should be cared for by a public authority?—Yes.

5330. Do you mean to say in your opinion there ought to be no more private asylums?—We are not dealing with lunatics here, I understand.

5331. At any rate, with regard to imbeciles?—With regard to this class I am of opinion there should not be.

5332. Why should there be any difference between that and lunatics?—It is a matter of opinion. I have an opinion about that even, but as we are not dealing with lunatics I do not wish to say anything thereon.

5333. It is rather important. You have been in charge of the largest public authority for the care of idiots and imbeciles, and you say in your opinion that ought to be made universal?—Yes.

5334. Could you give us the reasons. Would it apply to a place like Earlswood?—I say I am in favour of public provision being available for their detention in suitable institutions.

5335. Yes, I took it that that meant you thought it was better that all cases of this kind should be managed by a public authority?—I say I think provision should be made in a suitable institution.

5336. Then I ask you the question, do you not think it is better that it should be universal?—In the term "universal" do you mean for all classes?

5337. All classes?—I think it would be a great advantage to the better classes if they had an institution like ours that they could send to and pay for them, the same as you have in the hospital a paying ward. My reasons, which I gave before you came in, were simply these: that with all our advantages of the officers and assistants and so forth I doubt whether they could get the same provision elsewhere as they can with us because of the experience. The same with regard to the fever hospitals; I should do the same thing all the way round; it would be a great advantage.

5338. May I ask what is in your mind with regard to the certification of these persons; that the present system of certification by one or two medical officers, as the case may be, is not satisfactory?—I think the present system of certification is not satisfactory inasmuch as the senile decay people, really not insane in the true sense of the word, are certified and sent to our institutions.

5339. What sort of authority do you contemplate?—My view is this: that it would be as well to have an expert in all these cases, and that then there should be a certain period of probation.

5340. Take London, for instance; in London you would have one Board of experts?—Yes.

5341. Whose duty would be to certify all patients who were brought before them?—Yes, subject to a probationary period. You hear every day of the week what one person will certify another person will not. If you go to see the two together, you or I would say there is no difference between them. Then some of them go as imbecile and some as feeble-minded.

5342. I suppose you have acted as a Justice of the Peace in this matter?—No.

5343. I understand the suggestion is that this certification should extend a good deal lower down, or higher up?—Higher up.

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5344. You would give to this Board, or Authority, the power of certifying for degrees of mental weakness much less apparent than at present ?—Certainly.

5345. Have you considered the advisability, or inadvisability, of having a certificate at all for those whose degree of mental weakness is only slight ? I mean from the point of view of the relations, relations do not like to have persons certified ?—I have just given an instance of senile decay, where they do not like them being certified.

5346. Your proposition would go to certifying them, bringing them into the same category as the certificated insane ?—I go as far as this, that there are feeble-minded children who are not certified, and feeble-minded children who are certified, and I certainly think there ought to be an expert, whether it be one, two or three, to certify these cases, and they should be dealt with under one public body.

5347. I am suggesting that there would be that disadvantage in having a common certificate for all ?—I do not quite see where the disadvantage is. There is a disadvantage at the present time, because the work is overlapping to such a fearful extent, and costs a great deal of money to the ratepayers in consequence of it.

5348. I mean the disadvantage of branding a person who is not a lunatic and who is only half insane with the stamp of lunacy ?—You could have a degree of certification, and then I think there is the question of the probation period.

5349. You think it would be feasible to have degrees of certificates ?—I do not see why it should not be.

5350. A certificate for the lunatic and a certificate for someone who is not a lunatic ?—I do not see why not. It is purely a question of detention ; you want a power of detention.

5351. If you have power of detention, you need not have really what is called a certificate—the power of detaining a person who is incapable of supporting himself ? —I do not know what the legislature would say. They would lay down in some form what that certificate should be, if they gave you power of detention.

5352. As I understand, all your persons in Darenth are certified when once they reach sixteen years of age ?—They are all certified on admission. That used not to be so.

5353. How do you get these children ? They are children who are in the first instance under the Guardians ? —Yes.

5354. Are they children who are in your own Poor Law Schools ?—They are anywhere as long as they are under Guardians ; they may be in schools, or elsewhere. I take it very few of them, as a rule, come from the Poor Law Schools ; they would not be there if they were imbeciles.

5355. Where do they come from—from their own homes ?—Some come from their own homes.

5356. How do they come ?—I suppose through the Relieving Officer. You are acquainted with the Poor Law, perhaps, as well as I am.

5357. I do not know that I am ; I have never been a guardian. I want to get that out. How do these children under your care come under the cognisance of the Poor Law ?—I suppose in the ordinary way through the relieving officer.

5358. Then that pauperises the parents ?—Yes.

5359. All these children are paupers and their parents are paupers ?—Yes, I presume they are. I can only assume as all of them come through the Boards of Guardians they must be paupers.

5360. They are not all paupers before the question of their mental calibre is considered ?—They may or may not be—just the same as a child going to school ; a child is sent to one of the Poor Law schools, and they come through the parent ; the parent applies for relief. The same thing applies exactly.

5361. You cannot tell me at all what proportion of these children do come straight from the homes ?—We know nothing about that. All we do is to act on the order of the Guardians and take them. They send a certificate and the child has to be taken under the Act.

5362. You say these children are certified before they come to you ?—Certainly ; they must be.

5363. Then there must be a great number of these feeble-minded children, who cannot possibly be certified ? —But they are.

5364. As imbeciles ?—Yes.

5365. Do I understand that all the feeble-minded children you have got in the feeble-minded homes are certified as imbeciles ?—There are feeble-minded children so called, and there are imbeciles, what we call improvable children, at Darenth. The child at Darenth is certified ; the feeble-minded child is not certified ; but if you were to see the two there is the difference between Tweedledum and Tweedledee. It is a matter of the difference of opinion. I say those feeble-minded are no better, although they are not certified, than those who are certified.

5366. Then these feeble-minded children have not been certified ?—No.

5367. Have they come to the Poor Law Guardians by reason of their feeble-mindedness or by reason of the poverty of their parents ?—I am not in a position to tell you how they come to the Guardians. I can only tell you how they come to us through the Guardians.

5368. What are you going to do with these feeble-minded children now that they are getting on to sixteen ?—When they are sixteen they can go if they like ; the parents can take them away. My contention is they all ought to be certified and detained.

5369. Are you certifying as many as you can ?—We do not do anything with the feeble-minded ; the feeble-minded are dealt with by the Children's Committee, and not by the Asylums Committee.

5370. (*Mr. Loch.*) I want to ask a question or two about the possibility of making provision in a comparatively economical way for the demands which are said to be likely to arise in regard to this matter of the care of the feeble-minded. We had some evidence submitted to us that there were about 38,000 children in London, for 10 per cent. of whom it would be desirable to make some institutional provision. It was also stated that later on when they reached adult life, some 50 per cent. of these 38,000 would have to be provided for. That is a very large number indeed, and of course taken at what I think you mentioned, £200 to £300 a bed, it would entail a very large expenditure, running indeed almost to two or three million pounds. Besides that there would be a very large expenditure at the rate roughly of £35 per head per annum. Have you considered at all what would be the amount which the Asylums Board would be involved in if it adopted the broad policy of dealing with the whole question of the feeble-minded, including these children about whom there has been a special investigation lately ?—You mean what would the addition be. 3,800 would be 10 per cent., half of whom were to be dealt with as adults.

5371. No, half of the whole 38,000 eventually, it is thought, might become such as would need continuous care, so that you would deal with 3,800, then 19,000 ; the ultimate cost to the rate-payers ?—You have to take also into consideration this : although you deal with 19,000, during the period you were running up to the 19,000 you would be decreasing in another way ; others would be dying.

5372. But these are all young people ?—Yes, but it would not reach 19,000. Say it would reach 10,000. Then it would mean of course about £1,000,000 capital expenditure at least, probably more, and it would mean another £250,000 to £300,000 a year for maintenance.

5373. At least ?—Yes, because it is not only the maintenance, you have to pay the interest on the capital charge and the payment off.

5374. You take it £35 per head would be a fair amount all round ?—For the unimprovables ? You would not do it for that. You may take £40 as a mean for that.

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You must remember that of your patients now, by the time you reach that, a very large number would have become old patients, having everything done for them, and that means a large additional expenditure. You could not put it under that.

5375. At present there are under the care of the Board 6,647 imbeciles. Does that represent the real demand of London. Are there not a good many who are applying to Boards of Guardians and not sent in?—I do not think so. They are all provided for now. We had no orders for admission outstanding at the last meeting.

5376. Does it make a difference that these have all to go through the Poor Law, as to the applications you get. Would you get more if they had not to go through the Poor Law?—I think it is possible we should; that is, if we suggested a paying place no doubt we should get a good many more.

5377. At present, by the law as it stands, a father sending a child to the Asylums Board who is an imbecile, loses his franchise?—Yes, I think that is so.

5378. Supposing that were removed, it would be then open to anyone to send, practically?—Yes.

5379. Do you think it would follow that you would have a very much larger number?—I think you would.

5380. That would be nearer the number that we have to think of?—I think you would not get any large increase of the number of the pauper population.

5381. I am thinking of totals?—Totals you would, but then we have the question of payment for those who were able to pay.

5382. Do you think from the point of view of payment you would get much from those who send their relations. Is it not very difficult to realise the money which they ought to pay? —It would depend very much upon the question of the compulsory nature of the notification. For instance, I will give you my own experience at my own house. I have a lad about seventeen or eighteen; his father is a gardener close at hand. I have had him three or four years; he is clearly one of this type, but he is like a machine. He works wonderfully well. I give him what he is worth. I give him 14s. a week, but he will never be any use for anything else. That is a case that ought really to be certified and go into an asylum. It is most dangerous to let him get out and about. He is a great strong hulking fellow; most of them are.

5383. My point is that at present, we will say, we are paying 1·15d. rate in the £?—You would double it.

5384. You would double it at once?—Yes, if you got that number.

5385. I understand that from your point of view you would prefer the children to come under the control of the Board at an earlier stage, and would look upon the special class system as rather tentative and transient? —I do. Speaking of those who at the present time are not in our asylums, the majority of those 19,000 would be in an industrial colony. Therefore it would reduce the cost of maintenance.

5386. I think you referred to Gore Farm; is not Gore Farm already under consideration from the point of view of tuberculosis?—No, I think not. I think they have dropped that altogether. There is a very good reason why, They never thought sufficiently where it was situated. and how it was drained.

5387. But that would do for this purpose?—Extremely well in my opinion.

5388. In that case, the land being there and the buildings put up economically, you could work it at a cheaper rate?—Much more so.

5389. (*Chairman.*) In the event of there being colonies for the feeble-minded, do you think they must necessarily be near the homes of the people who would occupy these colonies?—I think it is most advisable that they should be as far away as possible. I think the less frequently the relatives visit them the better both for the parents and for the patient.

5390. So that there would be no objection from your point of view to having a colony which might serve a very large area of country?—None whatever.

5391. (*Mr. Loch.*) What is the acreage of Gore Farm? —One hundred and sixty acres, and for the fever patients it would accommodate 1,850.

5392. You have a big building on it now?—Yes, we have permanent buildings, and we have what are termed temporary buildings, but they are well-built and would last very many years.

5393. But would the buildings you have now be suitable?—Yes, they could all be made suitable for this class of patient. In fact, we have some there now. We have nearly 300 patients there at the present time.

5394. (*Chairman.*) Is there anything you wish to add? —No, I do not think there is anything more. If at any time you want any further information that I can give I shall be only too delighted.

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METROPOLITAN ASYLUMS BOARD

Statement of the numbers of admissions of patients—male and female—over 70 years of age on admission, from the several Metropolitan Parishes and Unions, received since the opening of Tooting Bec Asylum (19th January, 1903), (to the 1st April, 1905), showing separately those from 70–75, 75–80 80–85 85–90 and over 90 years of age on admission.

Parish or Union.	AGES ON ADMISSION					
	70—75	75—80	80—85.	85—90.	Over 90.	Total.
Kensington	4	—	—	—	—	4
Fulham	7	7	7	1	—	22
Hammersmith	5	5	9	2	—	21
Paddington	1	1	—	—	—	2
Chelsea	3	1	2	2	—	8
St. George's West	10	4	2	1	—	17
Westminster			none			
St. Marylebone	2	1	—	1	—	4
St. Pancras	33	41	26	15	1	116
Hampstead	2	1	3	—	—	6
Islington	3	3	—	—	—	6
Hackney	7	3	1	—	—	14
Bloomsbury	5	—	—	—	—	5
Strand			none			
Holborn	3	1	—	—	—	4
City of London	8	6	2	—	—	16
Shoreditch	10	12	6	1	—	29
Bethnal Green	12	7	4	1	1	25
Whitechapel	19	9	5	3	—	36
St. George's East	1	5	—	—	—	6
Stepney	6	2	2	—	1	11
Mile End	5	5	7	3	—	20
Poplar	23	13	17	9	2	64
Southwark	6	3	1	—	—	10
Bermondsey	18	16	18	4	—	56
Lambeth	18	13	10	2	—	43
Wandsworth	14	20	12	5	—	51
Camberwell	19	16	15	9	1	60
Greenwich	6	3	1	—	—	10
Woolwich	1	1	1	—	—	3
Lewisham	2	3	—	—	—	5
TOTALS	253	205	151	59	6	674

Edwyn H. Beresford, Esq., M.R.C.S., L.R.C.P.

12 May 1905.

EDWYN H. BERESFORD, Esq., M.R.C.S., L.R.C.P., called; and Examined.

5395. (*Chairman.*) You are Medical Superintendent of Tooting Bec Asylum?—Yes.

5396. You were also before that, senior medical officer at Darenth?—Yes. I was there for four years.

5397. And previous to that?—I was at the Wilts County Asylum.

5398. So that you have had very wide experience of the class of people with whom we are dealing?—Fairly wide.

5399. You have been so good as to put in a statement of the evidence which you have to give. Would you allow us to put that on our notes as part of the proceedings?—Yes.

ABSTRACT OF EVIDENCE TO BE TENDERED BY EDWYN H. BERESFORD, ESQ., M.R.C.S., L.R.C.P., MEDICAL SUPERINTENDENT OF TOOTING BEC ASYLUM; FORMERLY SENIOR ASSISTANT MEDICAL OFFICER AT DARENTH IMBECILE ASYLUM; SENIOR ASSISTANT MEDICAL OFFICER AT WILTS COUNTY ASYLUM; AND CLINICAL ASSISTANT AT GREAT ORMOND STREET HOSPITAL FOR CHILDREN.

(1) I am of opinion that imbeciles and defectives or feeble-minded might with advantage be treated in the same institution together.

(2) I think it will be probably advisable that they should all be termed "defectives" or "feeble-minded," doing away with the term "imbecile."

(3) I think it advisable that the children whom it is proposed to send to a colony or industrial school should previously be examined and certified by medical men or women who have made a special study of this type of case, and that, at certification, the medical men or women should be provided with, as completely as possible, the previous history of the child from birth, with regard to health, result of attempted education, etc., also with the family history of the child; both these *data* being important in forming conclusions concerning the treatment necessary to the child.

(4) I am strongly of opinion that the detention of defectives and imbeciles should be permanent.

(5) I am also strongly of opinion that it should not be possible, as it is at present, for parents to remove children from institutions in which they have been placed under certificates (on an order of the clerk to the guardians of the parish to which the child belongs), contrary to the advice of the medical attendant of the patient.

(6) I am of opinion that the education and care of these cases should be under medical control; firstly, on account of the large number of physical defects which exist among the mentally defective; secondly, ocular defects are very common; diseases of the bones are very common; deformities are common; defects of hearing are common.

(7) It is also important to recognise that mental diseases, apart from congenital defects, occur in children. I refer particularly to general paralysis.

(8) I consider medical control important, on account of the need to curb the inherent desire among teachers for the production of results which are sometimes detrimental to the children who are being taught.

(9) Defectives would seem to be particularly prone to all forms of disease and there is a need of skilled observance in the detention of same.

(10) I consider that prognosis with regard to educability is only possible to a skilled observer and is of great importance even from a pecuniary point of view.

(11) It is important to recognise that various forms of imbecility are capable of receiving benefit through quite different paths of education.

(12) I consider it important, in dealing with defectives or imbeciles in large numbers, to isolate the Mongolian type of imbecile completely, on account of their proneness to tubercular disease and inflammation of the various mucous membranes.

(13) I think it advisable, when dealing with imbeciles or defectives, to separate epileptics from non-epileptics.

(14) I think physical exercises should form an important part of the defectives' education, and that this should be under close medical supervision.

(15) I think it important that the education should be almost entirely manual, such as the simple industries, as opposed to the ordinary Board School education; defectives and imbeciles being difficult to teach, and forgetting with extraordinary rapidity what has been taught them.

(16) I am of opinion that industrial colonies, to be in the least self-supporting, must be on a large scale; from 600 to 1,000 inmates.

(17) I am of opinion that probably the most satisfactory system of housing them would be found to be the cottage system, this system lending itself to classification, the checking of epidemics, the isolation of patients of vicious or unruly habits, who would be likely to exert a bad influence in a large ward of patients.

(18) I consider that the early detention and isolation of phthisis amongst defectives or imbeciles is very important, as they would seem to be more prone to this disease than ordinary individuals.

(19) I am of opinion that the education and permanent detention of these cases should not be carried out by two different bodies or even by two separate institutions.

5400. (*Dr. Dunlop.*) In the first recommendation of your statement you state that imbeciles, and defectives or the feeble-minded, might with advantage be treated in the same institution together. That implies, does it not, that they are one and the same?—They are one and the same; it is merely a question of degree.

5401. Are they not just practically synonymous terms?—Yes.

5402. Very feeble-minded is imbecile?—Yes.

5403. And a slightly imbecile person is merely feeble-minded?—Yes.

5404. From the point of view of treatment, it is a great pity to separate them?—A great pity.

5405. And from the point of view of administration, it is a great pity to bring them under two different authorities?—Yes.

5406. You want one comprehensive term to apply to the whole class?—Yes.

5407. What term would you suggest?—I should suggest "defectives."

5408. Is that word used anywhere?—In America.

5409. As synonymous with our term "imbecile"?—As synonymous with our terms "imbecile," "idiot," and "defective"; it covers the whole ground. It covers the entire class—from the hopeless case to the slightly defective case.

5410. What is your objection to the word "imbecile"?—I have no objection at all, but I think parents and relatives have a great objection very often. They would not object to their child being called a "defective," but they would object to it being called an "imbecile," or "idiot," or "lunatic."

5411 Just as the parents or relatives of a melancholic person would not object to its being called "melancholic," but do object to its being called "lunatic"?—Yes.

5412. It is purely sentimental?—Purely sentimental, but important.

5413. You insist on the importance of having no age limit ?—I consider it most important.

5414. Whatever change is suggested in the law, there must be no age limit put in. You say that detention ought to be permanent, that is assuming that there are no other arrangements made for treating the case outside ?—Yes.

5415. For instance, if the parents of an imbecile child happened to get into a better social position and could give private care at home ?—I see no objection provided the provision is really satisfactory.

5416. Detention should be permanent so long as it is necessary ?—Yes.

5417. I notice you lay stress upon the fact that the discharge from these places should be guided and regulated by medical men ?—Certainly.

5418. In your own personal experience have you seen that power of discharge by guardians and parents abused ?—Certainly; in direct opposition to the advice of the medical expert.

5419. Are you ready with any illustrations ?—I had a case a few weeks ago in which I had a patient at Tooting Bec, an imbecile woman about twenty-two years of age, who had already had one illegitimate child. Her mother was neurotic, a very unsuitable person to have charge of such a woman. The guardians of the parish to which she belonged wrote for my opinion and I gave a very definite opinion indeed. A few days afterwards I received an order from the clerk of the guardians for her discharge. I have no doubt that she will become pregnant very shortly.

5420. And you expect to have her baby to look after soon ?—Not for some years; we do not admit them under five years of age.

5421. You are strongly of opinion that all these institutions should be under expert medical men ?—I think the head should be a medical man, certainly.

5422. The whole thing is a matter of medical treatment ?—Yes.

5423. You advance some very powerful reasons for stating that. Are you aware of the existence of uncertified and neglected cases of lunacy going through the country ?—I think in the country districts one sees cases.

5424. But in towns ?—I have not much experience in London.

5425. Have you any experience in prison work ?—No.

5426. Or workhouse work ?—No, no real experience.

5427. Have you much experience with repeatedly admitted cases into imbecile or lunatic asylums ?—We used to get a good many recurrent cases in the Wiltshire County Asylum.

5428. Have you had a case admitted three or four times within a year ?—No, not within a year.

5429. But do you consider it right for guardians to discharge these recurrent cases between attacks ?—No.

5430. That discharge should be guarded by medical opinion ?—Yes.

5431. The medical opinion should be to the extent that they are free from the recurrent attacks ?—Yes.

5432. There is one special class I want to ask you about, and that is the senile dement. You heard the last witness speak about it as cruelty to certify them and send them to an asylum ?—I think from their personal point of view it is a kindness.

5433. From the point of view of the patient ?—Yes. I think that is evidenced by the fact that out of 302 admissions to the female side at Tooting Bec last year, ninety-four were sent in from the parishes with lice in their heads. If you get that large percentage from the infirmaries and workhouses, I do not think they are getting satisfactory treatment at the place from which they come.

5434. I think you will agree that these senile dements are lunatics ?—They are. They are all certifiable. They are the most difficult cases to protect and they need very careful nursing

5435. They are some of the most troublesome cases ?—*The* most troublesome.

5436. No lunatics require asylum treatment more ?—None.

5437. You are aware in London of a certain amount being done to look after imbeciles ?—Yes.

5438. Do you know anything about the provinces—in Wiltshire, for instance ?—In Wiltshire we had the imbeciles in the county asylum.

5439. Was that satisfactory ?—No. One had tiny little children running about on the female side where they were spoilt, and when they got too big they were brought to the male side where they were spanked, and it was quite unsatisfactory.

5440. I suppose you know that under the present law the local authorities have got permissive power to start treatment for imbeciles ?—Yes.

5441. Do you think that that should be made compulsory ?—I think it should be made compulsory. I think the counties should be grouped together and a certain group of counties should start one institution between them. If each county had one it would be found extremely costly, because we had not a very large number at the Wilts county asylum, though I dare say if you went through the villages of Wiltshire you would find a good many village imbeciles.

5442. They would not require treatment ?—No.

5443. More especially in the urban populations it should be compulsory ?—Yes, in my opinion.

5444. It should be compulsory that the local authority should provide sufficient accommodation to take care of those who require treatment ?—Yes.

5445. And not merely permissive power, as the law stands ?—Not merely permissive.

5446. (*Mr. Burden.*) Do you think the definition "defective persons" would be a good definition to use to cover all from "idiot" down to the habitual drunkard ?—I have not taken the habitual drunkard into consideration.

5447. You would not look upon the habitual drunkard, perhaps, as a defective person ?—I should look upon the large majority of them as defective.

5448. Might we not almost include them in such a definition ?—Yes, although I have not considered that question at all.

5449. You think they might well be included ?—Yes.

5450. Do you think the improvable or improved weak-minded person might be employed in the laundries, kitchens, and such like, and other institutions ? For instance, at Tooting Bec, would it not be possible to take some of the improved from Darenth ?—No, I do not think so.

5451. Not to do the laundry work under the supervision of a proper laundress ?—You would want such a large number to get a corresponding value with paid labour.

5452. You do not think it would be profitable ?—For instance, at Tooting Bec I have fifteen laundry-maids, two laundry men, and a head laundress, who wash about 20,000 articles a week. If you did away with five laundry maids you would have to bring in, in my opinion, twenty-five imbeciles at least.

5453. You think the labour of five imbeciles equals the labour of one person who is not an imbecile ?—Yes, if she is a good, honest worker. Imbeciles can do work for which you have to pay, such as folding. At Tooting Bec we pay women to fold. You could get imbeciles to do that, but if you come to real work I think their value is not more than five to one.

5454. I suppose you would consider the imbecile a less profitable person to detain than the habitual drunkard ?—Infinitely, yes, although my experience of habitual drunkards is practically *nil.*

5455. There is an Inebriate Reformatory in England—a County Council Inebriate Reformatory—which is, at this moment, earning more than £1 a day clear profit from eighteen inmates who are working in the laundry ?—You get much better value from the drunkard than the imbecile, I think.

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5456. So it would not be altogether a profitable thing to take the better, the improved imbecile, or weak-minded person from another institution, and make that person a worker ?—No, I do not think so.

5457. I gather, from your reply to Dr. Dunlop, that you feel that the superintendent should be a medical man ?—Certainly.

5458. The last witness, the chairman of Darenth, did not seem quite so clear on that point ?—No, I differ from the chairman of Darenth.

5459. I think I agree with you that he should be a medical man ?—The medical man should be freed from all details connected with food, and things of that sort.

5460. That work should be conducted by whom ?—By the steward, who is under the medical superintendent.

5461. The superintendent should be a medical man ?—A medical man, and he should be supreme.

5462. I think you said just now that senile dements were, in your opinion, better off in the asylum than they would be in the workhouse ?—Certainly ; there is no comparison.

5463. They would not necessarily, I suppose, be at so expensive a place as Tooting Bec, for instance ?—Well, I do not know ; I do not think you can do it very much cheaper than at Tooting Bec, because they are very costly to nurse. You are bound to have a very large staff. They are very feeble and very frail.

5464. They need, really, hospital treatment ?—They get hospital treatment at Tooting Bec.

5465. And they need it ?—They need it, in my opinion ; and as a hospital Tooting Bec is really very economical. It is really a hospital.

5466. It is more than an asylum ?—Yes. Of course there is no other institution in England which one can compare it with, quite. Compared to an asylum, the cost seems great, but really the cost is not great.

5467. I take it you would say that the Tooting Bec expenses ought to be compared rather with the expenses of a hospital than an asylum ?—Certainly.

5468. (*Mrs. Pinsent.*) In paragraph 8 (*vide page* 306) you talk about the detrimental results to children from the inherent desire among teachers for the production of certain results. Would you tell us a little more what this means ? What have you observed in the teachers ?—I have seen cases at Darenth where a child has retrogressed most certainly from being pushed on too much in school.

5469. That is to say, pushed with regard to the three R.'s ?—Yes, although there was not very much of that done at Darenth.

5470. Would it be too long hours ?—Yes, too long hours

5471. Have you any experience of the education of "Defectives" outside Darenth ?—Not within the last two or three years ; but some five years ago I went a good deal to the defective classes of the London School Board to see cases there.

5472. Did you see anything of that description going on in classes under the Educational Authority ?—I should not like to give an opinion.

5473. But generally speaking would you say that teaching these children in the ordinary school curriculum—that is to say, with desks and mental work—is detrimental to them on the whole ?—Detrimental. I think I mention that in my evidence. "I think it important that the education should be almost entirely manual, such as the simple industries, as opposed to the ordinary Board School education." I feel that strongly.

5474. It should be manual education almost entirely ?—Yes.

5475. In paragraph 17 (*vide page* 306), you talk about the cottage system being the best. Can you tell me at all how many defectives you would propose to accommodate in one cottage ?—It would depend rather on the total number of patients you were dealing with.

5476. You have no idea how many it would be possible to have. Of course the more you could get into one cottage the cheaper it would be. How many would it be wise to take under one roof ?—I think it depends very largely upon the total number that we are dealing with, how many you could keep in each cottage.

5477. You say in paragraph 16 that you think 600 to 1,000 inmates would be sufficient for the colony ?—Yes,

5478. Do you think, if you had a colony of 600, you might have fifty under one roof ?—Yes ; you might have 500 in fifties, and the rest split up into smaller numbers, possibly. What I mean is, I am opposed to the segregation of large numbers in large wards together. That is what I think is inadvisable.

5479. In paragraph 19 (*vide p.* 306) you say that you are of opinion that the education and permanent detention of these cases should not be carried out by two different bodies or even by two separate institutions. Would you like to see the education of all defectives taken from under the Board of Education and placed under a different authority ?—Yes, I think so—with the authority which detains them permanently.

5480. And that would be the Metropolitan Asylums Board, in London ?—I do not say the Metropolitan Asylums Board ; I think, as a matter of fact, all the insane persons of London should be under one body.

5481. Should you say all the insane patients all over the country should be under one body with separate departments ?—Yes, I think so.

5482. And, that all educational defectives, even the class that are conducted now in the special classes, should be under the same authority ?—Yes.

5483. That is to say, some new authority ?—Yes, some new authority—some Lunacy Board.

5484. (*Mr. Byrne.*) I want to ask you one or two questions on the matter about which Mr. Burden was inquiring, namely, the expense at Tooting Bec. You explained that it was because the old people there required very great care and attention. They are very old, are they not ?—The average age on the female side is seventy-five and on the male side, seventy-four.

5485. Very great care is taken of their health and comfort, is it not ?—Very great.

5486. They are made to get up and are dressed by paid servants, every day ?—Yes.

5487. Which is better for their health than lying all day in bed ?—Yes. Many cases come to Tooting Bec who have been in bed for months and months and months, who have been got up each day.

5488. That is a position of comfort they could never dream of having in their own homes ?—Certanly not.

5489. It is the very refinement or perfection of medical treatment ?—I think so, with regard to that type of case.

5490. Is that necessary, do you think ?—Yes, I think so.

5491. Necessary in what way—to keep them alive for five minutes longer or five months longer ? Is it necessary on the ground of humanity ? Do you consider it the duty of the State to give these extremely poor people the extreme care which, not merely they would not get in their own homes, but which middle-class people, and probably even rich people, would not get ? I want to ask you, as a humane and experienced person, what your own view is is upon this matter. It is obviously very expensive ?—It is obviously very expensive.

5492. In what sense do you think it is necessary ?—Only from the humane side.

5493. And the medical side ?—Yes.

5494. As a doctor you have to do your best for them, and these steps are necessary if you have to do your best ?—Yes.

5495. You would not consider a State undutiful if it considered a much lower standard of comfort might be aimed at ?—No, certainly not.

5496. In fact these people are probably not very keen in their sensibilities ; they are sinking slowly, some of them quickly, to their graves ?—Yes.

5497. And a speedy death would be neither painful nor disagreeable in many cases ?—In many cases, no.

5498. Even more so, when we have regard to very old people living in the homes of the poor, this treatment is unnecessary ?—Yes.

5499. On the general subject of the classification of institutions you have great experience and I want to ask you a question about it. You said that Tooting Bec,

being as it is, it would be no particular use to draft a number of higher grade imbeciles into it do some of the work ?—No.

5500. But supposing you had a free hand in the classification of the sort of imbeciles the Asylums Board have to deal with, and you were aiming at economy as well as reasonable medical success, what principle would you aim at in classification ?—I should spread the working patients about.

5501. As a general principle ?—Yes.

5502. You think that would both make them happier in many cases, and result in economy ?—Certainly, yes.

7503. And that result could be aimed at and brought about if you were dealing with the feeble minded not under a certificate ?—Yes.

5504. Supposing your efforts were extended to a different class ?—Yes.

5505. You could have people, not certifiable but only unfit to be at large, working happily, with good results, in institutions which otherwise were for the imbecile ?—Yes.

5506. An institution in the nature of a colony with much land about it and open air work and so on, would again facilitate that would it not ?—Certainly.

5507. On a colony of that description it would be possible not only to deal with the feeble-minded and imbeciles, but with sane epileptics ?—I think so.

5508. Do you agree with the last witness, who either said, or conveyed the idea at any rate, that he thought epileptics should not be combined with non-epileptics in colonies for detention and work ?—No I do not care for that. I think it is preferable they should be housed separately, but not separated altogether.

5509. In fact, during working hours, especially in the fields, they might even with advantage, work with others? —Yes.

5510. Who could pick them up and prevent them injuring themselves, and so on ?—Yes.

5511. That would also apply, would not it, to your suggestion No. 12, that it is important to isolate the Mongolian type of imbecile. They could be isolated in the colony could they not ?—Perfectly well.

5512. Similarly, the tuberculous could be isolated?—Yes.

5513. Whatever system of treatment was adopted this colony would lend itself to it ?—Yes.

5514. If the treatment of the sane and the non-pauper tuberculous became part of the institutions of this country, they could be provided for in such colonies, could they, with the others ?—I think you would probably find there would be an objection to that.

5515. When I say " non-pauper," I mean people who did not reach such a colony from the workhouse, but who, at any rate, were unable to pay for the treatment they would get there. They could be fitted in, could they not ?—I do not know. I should not like to give an opinion on that.

5516. Would you consider that such a colony as we are describing could be properly used for detention and to afford work and employment to tramps and vagrants, whose only sign of feeble-mindedness, practically, was their inability to conduct themselves properly, and earn their own living ?—I do not think it could, satisfactorily.

5517. As you know, there is a Departmental Committee sitting at the present moment with regard to the proper treatment of tramps and vagrants, the alternatives of the prison and workhouse being completely unsuitable, and there is much talk about the possibility of labour colonies being introduced ?—Yes.

5518. If colonies were made for including sane epileptics, some imbeciles, and some feeble-minded not at present certifiable, would there be anything in the nature of things to prevent vagrants and tramps being employed in the same place ?—I think so.

5519. That would be objectionable ?— I think so.

5520. On the ground that they would bully the imbeciles, or what ?— Yes. I do not think the defective and imbecile would always meet with fair treatment from the tramp.

5521. After all, the tramp and the vagrant is only a feeble-minded person who has gone through the process of degeneration which you anticipate for your children if they are discharged ?— Yes, very often, but I do not think that would do.

5522. We have recently seen in one of the Belgian labour colonies a very large institution containing people, some of whom one might call atrocious criminals, some lunatics, a very large number of imbeciles, some immorally feeble, and a very large number of tramps and useless people ; by a process of proper classification they seem to get on quite well ?— Provided your place is big enough and you have enough room and can keep them in a separate corner by themselves ; but I think they ought to be in a separate corner.

5523. They could take part in the general work of the colony ?— Of a large colony, yes ; but they should be kept quite by themselves and not allowed to mix with other patients.

5524. Not even at work ?— No.

5525. But apart from that class of persons, all the other defectives with whom we have to deal, might, in your opinion, be well dealt with in a colony ?— Yes.

5526. That would lead to economy, would it ?— I think so, certainly.

5527. And would meet all the requirements of the case due to humanity ?— I think so, certainly.

5528. (*Dr. Donkin.*) I do not know whether you have seen the evidence given before this Commission by Dr. Eichholz ?—I have not.

5529. Are you aware of the views that he held generally, particularly with regard to the question of the part played by heredity in the production of the feeble-minded ?— Yes, I have some idea what his views are.

5530. What is your general view as to the part played by heredity ?—My view is that it is one of very considerable importance.

5531. Do you base those views on theory, or experience ? —Experience.

5532. Would you give me, shortly, the result of your own experience first ?—The result of my experience with regard to 250 cases which I have gone into myself very carefully gives me about 30 per cent. heredity, of insanity and imbecility.

5533. In near relatives ?—Yes. Phthisis or tuberculosis about 10 per cent., and alcohol rather under 10 per cent.

5534. Would you say that heredity, or poor circumstances played the greater part ?—Heredity, without question.

5535. The view, roughly speaking, held by Dr. Eichholz, is that heredity plays a very small part, and what heredity there is is more collateral than direct, and it is rather the surrounding circumstances in which people are born that determines the feeble-mindedness ?—I do not think he can have based his observations on practical experience.

5536. I know you have taken some trouble to investigate this point—do you or do you not find it difficult to get the histories of some families ?—Most difficult The only reliable way of getting it is personal interview. I regard the forms that are sent out from many institutions as being absolutely valueless for reliable information.

5537. You would not regard it as satisfactory to get the information, for instance from the questions of school mistresses ?—It is absolutely unreliable. In many cases I have rejected information which I have obtained personally from parents as being unreliable, in considering cases.

5538. About what proportion of cases which you have seen yourself or know of, might, if the best education were available, be sent out into the world and earn their own living independently ?—None ; I would not send any out at all.

5539. You would not agree with the statement that there are about 40 to 50 per cent. of cures—meaning by " cures " people who are enabled to earn their own living ? —No, I would not send any away at all.

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5540. Would you say, from what you know on the subject of heredity, that there is a *primâ facie* tendency on the part of a child to inherit the qualities of the parents, generally speaking ?—Generally speaking, that is so—not only of its parents, but its grandparents.

5541. You would say there was a great *primâ facie* probability that mental abnormality would have a tendency to be transmitted ?—Certainly.

5542. Subject to the well-known tendency to revert to the normal ?—Yes.

5543. And to being reinforced by healthy marriages ? —Certainly.

5544. You therefore, from your experience, would be strongly of opinion that there is a very solid reason why detention should be permanent ?—A most solid reason. I hold that opinion very very strongly from my experience of the last seven years at Darenth and Tooting Bec.

5545. I think you told me, with regard to family histories, that you yourself had seen a good many parents of the children who were under your care ?—Yes, a large number of them.

5546. Was it from that experience that you would say, generally speaking, that about 30 per cent. might be traced directly ?—Yes.

5547. Considering the difficulty of tracing some cases, the probability is there would be a good many more ?— I should not like to say very many more ; I should say 30 per cent. is a fair percentage.

5548. (*Mr. Byrne.*) Were the 10 per cent. alcoholic in addition to the 30 per cent. ?—Yes.

5549. If you regard the alcoholic as hereditary, it would be 40 per cent. altogether ?—Yes ; and phthisis again, that is another 10 per cent.

5550. (*Dr. Donkin.*) You put down tuberculosis as a distinct factor ?—As a distinct factor to be considered, certainly.

5551. As a factor in one of the forms of heredity ?— Certainly.

5552. Therefore you would say, roughly speaking, it would make about 50 per cent. ?—Yes.

5553. 10 per cent. alcohol, 10 per cent. phthisis, and 30 per cent. insane or imbecile heredity ?—Yes.

5554. You would be entirely out of agreement with Dr. Eichholz when he says that, from 70 per cent., heredity could be totally excluded ?—Yes.

5555. I think he puts it down as 30 per cent. congenital, and very few of those directly hereditary ?—I do not agree with that at all.

5556. I want to ask you one question with regard to paragraph 1 (*vide page 306*). You say you are of opinion " that imbeciles and defectives or feeble-minded might with advantage be treated in the same institution together." Taking " feeble-minded " in the sense that they are much improvable, anyhow, and likely to be able to earn a good deal of their own living under care ; you would be of opinion, I suppose, that it is better for them to be segregated as much as possible from the worst ?—Yes, certainly.

5557. That they would not be encouraged by seeing the drivellers ?—No.

5558. So that in the same large institution you would have a certain amount of classification ?—Yes, certainly.

5559. (*Mrs. Pinsent.*) In an investigation in which I have been assisting lately, we have found so many cases not only showing one predisposing cause, but two ; I should be very much obliged if you could tell us what you have done in such cases. You must have found many not only with insanity history, but with such combined with alcoholic history or phthisical history. In that case how would you classify them ?—I choose that which I consider the most important. You find alcohol is mixed up with insanity, but insanity is very often the cause, in my opinion, of that alcoholism. It is really a symptom of the insanity, and a large majority of alcoholics are undoubtedly defectives.

5560. When you get both, you would certainly put the insanity, in classifying?—Yes.

5561. In the same way, suppose you get a phthisical history and alcoholic history, what would you say then ? —I should choose the alcoholic history then.

5562. For the purpose of classification ?—Yes.

5563. (*Mr. Dickinson.*) When Dr. Donkin asked you what percentage you thought could earn their own living, you said none ?—I meant, with regard to that, that they should not be sent out into the world.

5564. That depends, of course, on the class of persons of whom you are speaking ?—Yes.

5565. Do I understand you are speaking of the class of persons who, at the present moment, go to Darenth ?— Yes ; they should not be sent out.

5566. That is to say, anybody, who is bad enough to go to Darenth is not likely to be cured ?—Defectives are never cured.

5567. I want to get it step by step. First of all you say of that class of persons who now go to Darenth that they will never be cured ?—Yes.

5568. How far beyond that do you go ?—Do you say that of all the children who are at present taught in the special schools in London ?—Surely your answer would not apply to them ?—Yes, I should say they all should be permanently detained.

5569. At what age do you say you could define a feeble-minded child ?—I think if I had a child under observation at the age of five for two or three months, I could give a very fairly definite prognosis.

5570. Of course there are a good many children in the special schools in London who are returned to the normal schools again. I suppose you would say they ought never to have been in the special schools ?—I should think they may have hada bad environment to begin with, and been neglected as very young children.

5571. Surely there are very great difficulties as to a child, even at the age of six or seven or eight, in definitely stating that it is feeble-minded or defective ?—Not if you have them under observation for three months ; there would be no difficulty then.

5572. Do you think science is sufficiently advanced to say that ; that you yourself, having had experience of these children, could say, in almost every case, whether or not a child is likely to be improved ?—If I have a child of eight under my charge for three months, I think I could give a very reliable prognosis.

5573. Of course you have had a special acquaintance with this class of child, I dare say. Has your attention been drawn to the question which has arisen within the last two or three years between the educational authorities, the School Board, and the Poor Law authorities, with regard to that class of child called non-educable ?— No, it has not.

5574. That is to say, a child who the advisers of the School Board decided was not capable of receiving education, but who the advisers of the Board of Guardians would not certify as proper to go to the Metropolitan Asylums Board. You do not know anything about that ? No.

5575. (*Chairman.*) Is there anything you wish to add? —No.

SEVENTEENTH DAY.

Friday, 19th May, 1905

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).

The Right Hon. Sir EDWARD FRY, called; and Examined.

5576. (*Chairman.*) You have been a Lord Justice of Appeal, and, I think, Chairman of the Quarter Sessions of Somersetshire?—Yes.

5577. Would you be so kind as to tell us what particular position you hold on the county council?—I am an alderman of the county council, and I have been chairman of a small committee appointed to consider whether we could establish an institution for imbecile children under the Lunacy Act, 1890. In that character I have taken some interest in it. It was set on foot very much at the instance of some boards of guardians in our district who were anxious for the establishment of a school of that sort and hoped they would be able to effect it through the county council. I cannot say we have yet been successful.

5578. You have been so good as to give us a statement of your evidence. Would you be willing that we should enter that on our notes as part of the evidence?—Certainly.

STATEMENT OF THE EVIDENCE TO BE GIVEN BY THE RT. HON. SIR EDWARD FRY.

The observations which I have to offer to the Commission relate chiefly to defective children, my connection with the subject having arisen from my having taken part in a proposal that the County Council of Somerset should establish a small school for imbecile pauper children under the provisions of the 241st section of the Lunacy Act, 1890.

It was no doubt in consequence of my connection with this scheme that I was named by the County Council of Somerset as one of the persons to offer evidence to your Committee.

I have taken no part in the administration of the Poor Law as a Guardian, and my acquaintance with the subjects of your Committee is, therefore, neither large nor detailed.

In theory, pauper children of deficient mental power may, of course, be divided into those who are, and those who are not, certifiable as of unsound mind; but the distinction which is difficult to draw in many adult cases is, I believe, increasingly difficult in the case of children, and I cannot but anticipate that your Commission may consider it necessary to advise that all defective children should, for legislative purposes, be brought under one class, at least in their earlier years; and in this anticipation I shall hereafter not hesitate to call your attention to the provisions at present in force as affecting certifiable deficient children.

In the spring of 1902 the Committee of the council charged with the consideration of the question addressed certain questions to the Board of Guardians of the county and the replies to these questions led the Committee to the following conclusions:—

(1) That, omitting Bath which had made no sufficient return:

The total number of idiots, imbeciles and lunatics in the workhouses of the county was	155
The number of the same class in receipt of out-door relief was	167
The number in institutions was	37
Giving a total for the County of	359

(2) That the number of idiots and imbeciles under the care of the Bath Guardians was probably about eighty, giving a grand total of 437 persons, in addition to those idiots and imbeciles who were then in the county asylums (less seven imbeciles in an asylum who were included in one of the returns from the unions).

(3) That of this 437 or thereabouts, nearly all were probably idiots or imbeciles, as the lunatics were generally cared for in asylums.

(4) That of the 359 cases mentioned in the replies of the Board about fifty were under the age of twenty-one years.

The county council with these facts before it, directed the Committee to proceed with a view to considering the feasibility of establishing in a building formerly used for a workhouse school a small separate asylum for imbecile children under the provisions of the 241st section of the Lunacy Act, 1890. I need not detain the Commission with any account of the proceedings of this Committee, but I will observe that the attempt to work in this matter under the provisions of the Lunacy Act, 1890, relating to asylums, has convinced me that in the case of future legislation this part of the Lunacy Act may be taken as an *exemplar ad evitandum*. This statute will not allow an institution to be established except on a freehold or a long leasehold vested in the public authority: it requires in the case of every asylum, however small, the appointment of a chaplain, a resident medical officer, a superintendent, a clerk, and a treasurer; and the Lunacy Commission decline to entertain the plan of appointing a qualified medical woman as superintendent and medical resident officer. I venture to think that any future legislation in the matter of imbeciles should be much more elastic in its provisions.

Under the Poor Law administration at the present time uncertificated pauper imbecile children may be dealt with, first, as ordinary pauper inmates; secondly, as residing with parents or guardians who receive outdoor relief in respect of them; thirdly, as inmates of special institutions, where they have been placed by, and at the expense of, the Guardians.

Under the same administration certified pauper imbecile children may be dealt with in any of the foregoing three ways, and also in the following ways: fourthly,

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as lunatics, under the certificate of the medical officer of the workhouse that they are lunatics and proper persons to be allowed to remain in the workhouse, and that the workhouse is sufficient for their proper care and treatment (under the Lunacy Act of 1890, Section 24); or, fifthly, as certified and chronic, but not dangerous lunatics, removed from asylums to workhouses with the consent of the Local Government Board and the Lunacy Commissioners under the provisions of the 26th section of the Lunacy Act, 1890; sixthly, as inmates of county lunatic asylums not separated in treatment from the other inmates; seventhly, as inmates of separate blocks of county asylums.

Probably the number maintained by outdoor relief greatly exceeds the number in workhouses and asylums together, and probably also many more are maintained in workhouses than in asylums. In 1877 it was calculated that upwards of ten thousand idiots and imbeciles were scattered amongst the union houses of England and Wales. (Report of C.O.S., 1877, p. 11.)

As regards the children maintained in institutions specially adapted for them, such as Starcross, or in the separate blocks of lunatic asylums, probably all is done for the children that can be wished or expected. As regards the special institutions, the difficulty lies in the comparatively small number who can be taken in from workhouses, and in the high cost of their maintenance.

With these exceptions, I submit that none of the present modes of providing for the care of these imbecile pauper children can be considered as satisfactory.

To leave the children to grow up at large on outdoor relief is open to numerous disadvantages.

That they are often treated with kindness, especially in their earlier years, I make no doubt; but as they grow older and stronger they often become great inconveniences in cottages and small homes, and sometimes wear out the affection with which they were originally regarded.

It is obvious that no provision can be made for anything approaching to training, or even for the special care which their infirmities demand. It is notorious that the mothers and fathers of illegitimate children often belong to the class of the feeble-minded, and to leave these children at large is to secure a strong crop of paupers for the future.

In the workhouses, where these idiots and imbecile children are retained, whether as ordinary paupers or under the powers of the sections of the Act of 1890, they are also a source of discomfort and annoyance to the adult paupers and attendants. They cannot be properly treated with the other children in Cottage Homes, or by being boarded out, and all proper training must often or always be absent. Even when cared for in separate wards, these imbecile children can receive scarcely any proper training, and frequently grow worse rather than better.

In those asylums which make no separate provision for their treatment, these children are regarded with disfavour, and are, sometimes at least, grudgingly received, and no definite arrangements can be made for their training, whilst association with a great body of lunatics must almost certainly be prejudicial to whatever hope of improvement may exist. In their Report of 1865 the Lunacy Commissioners said: "It has long been our opinion, as the result of extended experience and observation, that the association of idiot children with lunatics is very objectionable and injurious to them. . . . . It is always to us a painful thing to see idiot children, whose mental faculties and physical powers are capable of much mental development and improvement, wandering without object or special care about the wards of a lunatic asylum. The benefits to be derived, even in idiot cases apparently hopeless, from a distinctive system and from persevering endeavour to develop the dormant powers physical and intellectual, are now so fully established that any argument upon the subject would be superfluous." (Cited in Report of Charity Organisation Committee, 1877, pp. 9, 10.)

I believe the present mode of providing for idiot and imbecile children in the various ways to which I have referred is unsatisfactory, not only from the point of view of the children themselves, but from the point of view of the ratepayers, and that for two reasons.

In the first place, the accommodation required for children of a low grade of intellect is very different from that which is necessary for lunatics. It is true that we often associate these two classes together in our minds, but as regards what is requisite for their proper treatment they stand widely apart.

The fitful, changeful condition of the insane demands hourly care and thought on the part of their attendants, an exercise often times of high medical skill, and various appliances of modern science.

These things are not required for the dull monotony of the idiot and the imbecile; they can, therefore, be treated much more cheaply, and it is very wasteful to fill with them the almost palatial institutions provided at great expense for the reception of lunatics.

Accordingly, the Commissioners in Lunacy, in their forty-fifth and forty-ninth reports, have stated and repeated the opinion that separate asylums for the accommodation of pauper imbecile children should be of an inexpensive character.

In the next place, every one knows that a large number of the mothers of illegitimate children are of weak intellect; that their issue are frequently of the same type; that a large number of the habitual inmates of workhouses are of the same low standard of mind; that much of the petty crime of the country is committed by persons below the average in intellectual power.

One of the Poor Law inspectors saw, in a workhouse in Somerset, an imbecile woman with an illegitimate imbecile daughter, who had her own illegitimate daughter in her arms. Precisely the same picture has been seen in the county of Cornwall, and these are but pictures in small of a fact which is to be seen in very many of our workhouses.

But the ranks of the insane, as well as of the imbecile, are recruited from the children of the feeble-minded. The fearful increase of late years of insanity in this country has necessarily created alarm, and I cannot but believe that one of the sources of this fact is to be found in the imbecility of the parents.

Sir James Crichton Browne, who is one of the most eminent authorities on the subject, entirely agrees in this view. He has written to me to the effect that a terrible increase of insanity is going on, and that it is undoubtedly not merely due to increased diligence or improved diagnosis, but in some measure to the cause named, viz., propagation by the weak-minded, and "I am confident," he adds, "that permanent provision for imbeciles of both sexes, but especially girls, however costly it might be in the first instance, would ultimately result in saving of the rates."

In a word, imbecility, insanity, bastardy, and crime are now paid for by the ratepayer, and any method of diminishing these at a reasonable cost must be to his benefit.

In the ruder state of society which has passed away little heed was taken of these unfortunate children, and many of them, no doubt, died comparatively early in the struggle for existence. But we have learned to think more tenderly of the inferior members of our race, and we seek to protect them from the calamities and sufferings to which they are naturally exposed, and to preserve their lives to the utmost. But in so doing, and so doing rightly, we incur, it appears to me, another responsibility, namely, that of preventing, so far as we reasonably can, the perpetuation of a low type of humanity, for otherwise the beneficence of one generation becomes the burthen and the injury of all succeeding ones. The vast increase in the number of lunatics in the country, to which I have already alluded, demands our most serious consideration of every means which can legitimately be used to protect the race from physical and mental degeneration, and I regard the segregation of imbeciles, first in childhood and youth, and subsequently throughout life, as the one of such means which is most clearly open to us.

5579. (*Mr. Byrne.*) I should like to put some questions throwing light upon the number of imbeciles and persons of defective mind. I see you give us (*p. 311*) the results of a return from the guardians of the county, the total number being about 430. I see from the last return of the Lunacy Commissioners that in the administrative county of Somersetshire there were 1,250 pauper lunatics, idiots, and persons of unsound mind in their asylums; that is to say, there was about one imbecile, or person of unsound mind, in the workhouse or union of the guardians for every three lunatics?—Yes.

5580. Have you any reason to believe that that is a common proportion in the country?—I could not say that. I believe there is a very large number of imbeciles who are not counted at all. The proporton between lunatics and imbeciles I could not give you.

5581. But you are inclined to believe that this return errs on the side of deficiency?—No, I think the return is correct, so far as that goes; but it does not take into consideration a very large number of persons who would be provided for if there were an institution ready at hand. A large number of them are not brought under the care of the guardians.

5582. And are not known to the relieving officers?—Not known officially to them. I have never taken a part at all in the administration of the poor law; therefore my connection with the subject is really very slight; but from the conversations I have had with guardians who have interested themselves in it I believe the number whom we should have gathered into this institution, if we had established it, is very much larger than the number represented as being the probable number in the workhouses.

5583. The Commission are very anxious to get some estimate of the number of persons not now dealt with who will require to be dealt with?—I believe they are much more numerous than is generally supposed.

5584. No such return would include feeble-minded of the upper classes?—No.

5585. They would not be known by reputation even?—No.

5586. Do you think it as important that feeble-minded persons of the upper casses should be dealt with, as well as the others?—That I have no opinion upon. I should not like to make it obligatory to send them to institutions.

5587. If the causation of feeble-mindedness and lunacy is attributable to some extent to procreation from the feeble-minded, it is theoretically important, is it not?—Except that the upper classes are more apt to look after members of their family of that description, and they are less exposed to temptations which lead to the result you refer to.

5588. Do you think the upper classes, all the upper classes above the pauper class, are more careful, say, in preventing the marriage of doubtful persons, than the poorer classes?—I do not speak from very considerable experience. I am thankful to say I do not know many families where there are imbeciles.

5589. One lady witness told us she was satisfied it was worse?—I should have doubted that. My own impression is the other way; but it is not worth anything.

5590. Somerset is mostly an agricultural county?—Almost entirely.

5591. But there are obviously a very considerable number of feeble-minded persons and a fair proportion of lunatics?—I am afraid we are strong in those.

5592. Are they mostly imported lunatics and feeble-minded persons, or native grown? I want to ask your opinion on the question as to whether lunacy and feeble-mindedness come in greater measure from the vice and degradation and drunkenness, and so on, that are found more frequently in large towns, or whether they come mostly from defective people?—There, again, my knowledge is not adequate to give you an answer which is of much value. My impression is that it is largely home grown, but I suspect a good deal is due to imperfect nutrition.

5593. Although it is a country place and has not got the bad housing that one sees in towns, nevertheless, there is, from ignorance or poverty, a want of proper care taken of children?—I think so. When once you have got a good stock of imbeciles or feeble-minded, they perpetuate themselves.

5594. Of course, if such institutions as you contemplated were started, people who were not of the pauper class could be sent to them?—Yes, arrangements might be made for the upper classes to send their children there and have special care.

5595. And defectives of other sorts could be dealt with by the same method; such as epileptics?—Yes.

5596. Have you provision in Somersetshire for sane epileptics?—I believe not.

5597. Do you not think there is a necessity for such provision?—We have not considered that subject. This is the only matter in respect of which the county council has taken any action within the scope of your enquiry.

5598. You are aware that provision is being made here and there for epileptics?—Yes, but so far as I know, nothing of the sort has been done in Somersetshire.

5599. If the necessity arose, and Somersetshire was in a position to do it, you would recommend the same sort of institution for such persons?—Yes, as far as I can see, I should. I have not thought the point out.

5600. With reference to your remarks about the practical impossibility of dealing with institutions such as you desire under the lunacy laws, where you say that "any future legislation in the matter of imbeciles should be much more elastic in its provisions," I should like you to elucidate that point a little further. Do you think there is any necessity for there to be a central Government authority dealing with such matters?—I should think it would be necessary, especially if you carry the confinement of imbeciles further than it exists at present.

5601. It would provide the inspection?—Yes.

5602. And the necessary amalgamation of authorities?—Yes. At the same time I should be inclined to allow a great deal of local freedom. I believe a great deal of good might be done if you could establish small institutions like the one we had in contemplation, where persons would look after them—some ladies or men in the neighbourhood who would take it under their care. Institutions of that sort are often more satisfactory than very much larger ones.

5603. So as to utilise voluntary effort?—Yes; I think that is most important.

5604. Do you think that will be forthcoming in most districts?—I came to the conclusion that in the institution we were hoping to establish it would have been.

5605. That is a single institution?—Yes

5606. If it were dealt with over the whole country you would have two opposing considerations; small institutions would be rather expensive, although the cost might be reduced by voluntary effort, and a large institution would be economical?—Large institutions are cheaper in certain respects—more economical—and I think, probably, the classification would be more complete in a large institution, but on the other hand, I should like to see these small institutions established.

5607. You think that would be an advantage?—Yes, I think the personal care you often get in small institutions is very valuable.

5608. Would you consider it essential that some provision should be made by local inquiry, by a central authority or otherwise, to get counties and boroughs to amalgamate for the purpose of carrying out this work?—Speaking from the slight experience I have had, I should say not, because if we had been able to establish this institution we should have had assistance from two or three neighbouring counties. I had correspondence with one or two gentlemen in Devonshire, and they were anxious, and some Dorsetshire magistrates were anxious, to secure places in our institution if we had established it. They seemed to be ready to come in and join. I am not sure that Gloucestershire would not also.

5609. In many places you think it could be brought about by voluntary effort?—I think we should have brought it about by voluntary effort if we had succeeded in establishing it.

5610. Supposing it were thought that epileptics, for humane and scientific purposes, should be dealt with all over the country, sane epileptics, you would probably not have enough in Somersetshire for an institution of your own?—I should think not.

5611. Therefore you would have to combine with other counties?—Probably. One county might take up one class of defective persons and another another.

5612. Could not that be facilitated by such assistance by way of local inquiry and consultation and conferences as a central Government department could assist in and bring about?—If it could be done without the central Government department, I should prefer it.

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5613–5614 Have you any practical knowledge of the working of the Inebriates Acts?—No. Though I frequently sit as a magistrate, I have never had a case under the Inebriates Act before me.

5615. You know in general the position of the certified inebriates reformatories. They are not in their establishment or in their staff, nor in the committees that have to manage them, tied down by a statute like the Lunacy Act, are they?—No.

5616. They are practically considered to be all right if the Home Secretary satisfies himself as to the site, the building, the means of providing work, and that the staff are adequate. Then he certifies; that is a simple process. You say if imbeciles have to be dealt with, the Lunacy laws will not do?—No.

5617. They require a special committee for each institution, a chaplain, and all sorts of things that are quite unnecessary, perhaps. I was putting to you that the system of the Inebriates Act is much simpler. Would you recommend some such system as that?—I should think it desirable that the institution should be set free from these fetters. I should not object to a large institution having all the provisions stipulated for by the Act of 1890, but I think it should be in the power of the Lunacy Commissioners, or whoever may be the body, to say to a particular institution, "We set you free from those." Our scheme was for a small school. I think that the local circumstances would have enabled us to carry it on very simply. There were some buildings which had been used for a school of a workhouse; there was a chapel near; there was a hospital which could be used for isolation purposes near, there was a doctor, who ordinarily visited the workhouse. We might have worked this, but we found, no; we were met with the necessity of having an independent medical resident, a superintendent and chaplain, and all the formalities required.

5618. What is your opinion on the question which has come before us, whether, if it be considered necessary in the interest of the community to deal with feeble-minded persons, it is desirable, in order that none of them may escape the meshes and continue the evils of living outside, that feeble-mindedness, short of certifiable lunacy, should be made a reportable condition—that medical men obtaining knowledge of such cases should be bound to report it?—It is a point I have never thought about. Answering on the spur of the moment, I should say it ought to be reported.

5619. (*Mr. Greene.*) In the concluding words of your paper you say that you regard the segregation of imbeciles, first in childhood and youth, and subsequently throughout life, as one of the means which is most clearly open to us. Do you think that compulsory segregation would be enforceable by some statutory means?—Yes, that is the inclination of my mind. I have been driven to it rather, I did not voluntarily accept the idea, but I have almost come to the conclusion that it is the only course to take.

5620. It would be necessary for some statute to be passed to compel parents to surrender their children to some board, or tribunal, or institution that should deal with them.?—Unless the parent provided for segregation in a satisfactory way. I would not require them to be confined in a particular house—in some way the segregation should be satisfactorily provided for.

5621. The question of classes of life would come in?—It would.

5622. Should you say that these children who are compulsorily segregated would have to be paid for by parents, if the parents could afford it.?—Yes, I should say so. My opinion is that parental obligations should be fully maintained.

5623. And maintained after twenty-one years of age?—Yes.

5624. Throughout life?—Yes, I think so. I do not profess to have framed a complete scheme of what I should do, but, speaking on the spur of the moment, I should say yes. It seems to me that where a parent can provide for an imbecile child, that is one of the parental obligations which he undertakes by becoming a parent.

5625. When the parents have died some public authority would have to find the funds for the continued maintenance of the person.

5626. Do you think that the public are ripe for such a strong measure as segregation?—No, I do not.

5627. Have you thought how the feeble-minded could be got hold of in childhood, so as to get them all segregated. Would it be through the education authorities?—I should think the Poor Law authorities are more suitable. I should think both, in fact, would be useful.

5628. If there were such segregation you would, I presume, have occasional recertification?—Yes, I should require most anxious inspection, at any rate; I think it is a thing necessary to fence round with very careful provisions, otherwise it would be open to great abuse. I confess it is an interference with the liberty of the subject which, as I say, I have been driven to think desirable.

5629. (*Dr. Donkin.*) I see you put a great deal of stress on your belief in the fact of inheritance of feeble-mindedness?—I do.

5630. Would you go so far as to say that it is very largely that factor which would justify the permanent detention?—Certainly; it is on that I really base the idea of permanent detention.

5631. It is that which has driven you to the conclusion that it is necessary?—Yes; the extent to which imbecility reproduces itself.

5632. (*Mr. Dickinson.*) When you say that you think the Commission may consider it necessary to advise that all defective children should, for legislative purposes, be brought under one class, at least in their earlier years, I suppose that means all defective children, whatever their class may be?—Yes. What I meant was this; the distinction between certifiable and uncertifiable children is, in the earlier stages of life, an unreal one. Practically, I believe, some doctors certify, or not, according as they think will be best for the child—in a great many cases.

5633. In your work on the county council you have only come in touch, I suppose, with the certifiable children?—That is all we can do.

5634. That is to say, the imbeciles and idiots, as we have classed them hitherto?—Yes, those who are certifiable under the Lunacy Acts.

5635. Acting under the Lunacy Acts you found it was impracticable to establish a homely kind of institution for those children?—I would not say impracticable. We were still in correspondence with the Lunacy Commissioners when this Commission was appointed. Seeing the result of this Commission might probably be some fresh legislation we thought it better, upon the whole, to suspend our operations. It was not that we actually came to a determination that the requirements of the Lunacy Commissioners were inadmissible, but we thought it best to stop until you had reported.

5636. You did not absolutely fail?—No.

5637. Did it occur to you to approach it from the Poor Law point of view?—I am not a Poor Law guardian, but it occurred to those who set us in motion to do so. When they felt they could not get on in that way they applied to some members of the county council to take the matter up in the county council.

5638. Do you know whether or not the boards of guardians in Somersetshire did try through the Local Government Board to obtain a joint scheme for dealing with these people?—I do not think they did. I could hardly tell you exactly for what reasons, but I think they thought many of the boards of guardians would not join them.

5639. Otherwise there would have been no difficulty?—I think that was so. I know two or three lady guardians approached some of us with the request that we would take it up in the county council because they were not getting on with their scheme under the Poor Law. The county council was also memorialized by several boards of guardians.

5640. They thought it was hopeless to induce the boards of guardians to take any action?—If not hopeless, it was improbable. It was because they did not think they could do it under the Poor Law that they set us in motion.

5641. Then they found you also had a difficulty?—Yes.

5642. Has your council at all given attention to the provisions of the Defective Children Act, 1899?—No, I do not think it has.

5643. That, although it definitely excludes idiots and imbeciles, provides a means for the county council to provide boarding schools for defective children?—I do not think that that has been taken up. It is not easy to get county councils to take up this question.

5644. The Defective Children Education Act expressly excludes idiots and imbeciles?—Yes.

5645. It merely tries to bring in this new class, if I may so call it, of feeble-minded children. Do you see any reason for that differentiation? You, I think, would rather take all children who are defective?—I should be inclined to do that and classify them then, according to their acquirements, for educational purposes. I gather what would happen would be this: If you threw them all into one class, then the practical division would be between those who are improvable and those who are unimprovable, and you would deal separately with the two classes. One would require much better instruction than it would be possible to apply to the other. Whether a doctor could certify or could not certify as lunatics is an immaterial point.

5646. Would you leave it to the doctors to bring in this new class? You are bringing in a comparatively large class of children now into the ranks, not of insanity, but the ranks of those of defective mental powers?—Yes.

5647. At the present moment a doctor knows, more or less, what he has to certify—that the child is an imbecile or idiot; but you would contemplate that he should also certify that though he was not an idiot or imbecile—what would you say——?—"So defective as to require special care"; something of that sort.

5648. Would that extend to a case such as we hear of in the upper classes sometimes, a boy who spends all his money—a spendthrift?—That would depend on the doctor.

5649. You would leave it to the doctor?—You must leave it to the doctor ultimately. I should not think the mere spending of money was evidence of defective mind.

5650. Sometimes a lad will throw all his property away in a short time. Do you think that would be sufficient security, to leave it to the doctor?—No, I do not say that. All I say is you must introduce the doctor in the first place, but you must check that by supervision and inspection.

5651. You would think that you ought to bring some other authority in?—Certainly; a very responsible and independent authority.

5652. At the present moment, although a magistrate has the last word in certifying a lunatic, it practically is the two doctors who do it. I understand that you would agree with the opinion of many people that it would be well to take this class of person out of the workhouse?—I do; I think it is injurious both to the child and to the inmates.

5653. You think there would be no serious objection to taking these people far away from their friends, because you would have to have them in an institution some distance away?—It is an evil, but it is a lesser evil than leaving them in the workhouse. That would be one reason why I should be very glad to see small institutions all over the country.

5654. I presume you would take it out of the hands of the Poor Law altogether?—Yes, I suppose it would have to be taken out of the hands of the Poor Law.

5655. You would make it a county council work?—Yes, I think I should. Of course at the present time you have the two powers.

5656. At the present time if a man is unfortunate enough to have a defective child cared for by the Poor Law it pauperises him?—Yes.

5657. That you would think ought to be altered too?—Yes, I do.

5658. Do you know any of these homes that take the children?—No.

5659. I suppose you know that it is the experience of these homes that children very soon grow up, and when they grow up the problem what to do with them is just as difficult as it was when they were children?—More difficult, if possible, as far as I understand.

5660. You contemplate that those homes must be homes, not only for children, but for adults?—I suppose you would have to separate them; you would probably not mix the adults with the children.

5661. I suppose you see no objection to the power of detention operating as against the parent? At the present moment one of the difficulties in the homes is that the moment a child grows up and is educated to a certain extent so that he can earn a little money, the parent comes and claims the child?—You must take that power away from the parent.

5662. You do not see any objection to that?—I see objections, but I think it is a necessary evil, considering the way the parental authority is exercised at the present moment, quite irrespective of imbecility; it is perpetually frustrating the effects of care.

5663. You would not limit that to the pauper class only; it must extend to all the labouring classes, at any rate?—Yes.

5664. It is hard to take a child from his parents and shut him up against his will?—Very hard.

5665. That would have to extend to the upper classes, too, would it not, except I think you say there ought to be a provision if the parent undertakes that the child shall be safely guarded it should be left with him?—I do not mean a mere undertaking. If the authority is satisfied the child would be segregated, I should leave it where it is—never take the child away except for the necessity of segregation.

5666. What do you mean by the parent undertaking to segregate it? Would it not be sufficient if the parent undertook to keep it in his own house and not allow it to marry, for instance; that is to say, to keep it in custody somewhere?—Yes, I think the authority ought to be satisfied that that undertaking was being carried into effect. I am quite conscious that it is an enormous change in the law of the country, but I cannot help looking at the enormous increase of insanity and imbecility as a thing which justifies some very strong measures.

5667. (*Mr. Loch.*) Do you think that the county council ought to be under an obligation to make provision for these cases; that it should not be merely permissive?—I am not prepared to answer that question. I do not know whether it ought to be obligatory on the county council or obligatory on the State to see it is done one way or the other.

5668. There would be no responsible local authority for carrying out these things unless somebody is made responsible. The central Government would be only dealing with those who have permissive powers, therefore the thing might not be done at all?—Then I think probably your observation is just and it would lead to the necessity for making it obligatory on the county councils.

5669. When you were proposing to carry out the scheme that you refer to here, did you find the expense of it would be very great?—We had never finally arrived at the answer to that question.

5670. You had no estimate as to the cost per bed of your original proposal?—I believe we had.

*5671. Could we ascertain what that was?—I could not give it you off-hand. We had an estimate of the number of children we could take in, and the cost. You must bear this in mind that there was an existing building which only required modification; we were not going to build *de novo*. Therefore the cost per bed would depend on what price we should have to give for the land and buildings which existed. We had not opened negotiations with the board of guardians who are the owners of the property, so until we ascertained that, we could never get the final figure per bed.

5672. But you thought that might be adapted for the purpose required?—We did. Several of us looked it through, and the architect we employed came to the same conclusion.

* *See* Supplemental information added to answer 5786.

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5673. In these cases, in the matter of certification, would you think it well to have a kind of periodical certification, that is to say, for so many years, and then again considered?—I should think it should be certification at the beginning and inspection from time to time, with power to the inspectors to require the dismissal of the patient unless cause is shown to the contrary; something like the power of the lunacy inspectors now.

5674. Would you have the cases brought before a magistrate in the first place?—I should. I think there is a considerable protection in that.

5675. You do not think it would be well to have any special county authority to see all cases?—I do not know, it might be desirable.

5676. One difficulty in these cases is the possibility of there being very great divergence of decision?—There is great divergence.

5677. One authority might prevent that?—If that one authority were wrong it would be more detrimental than having a number of various opinions.

5678. Have you special classes at Bristol?—I have nothing to do with Bristol.

5679. Or Bath; special classes for these children?—I am speaking of the County of Somerset; I do not know anything about the Bristol arrangements. I have no connection with it in that way. We have no special classes, as far as I am aware, in Somersetshire.

5680. Would you consider that the special classes were the beginning of the education, and necessary therefore to any system for dealing with these cases?—I am not sure that I apprehend your question.

5681. Under the Act there are special classes, generally allied with boarding out?—They may be constituted, yes.

5682. In that way children are brought together at an early age, and they are practically under educational and medical supervision, so that later on it will be quite clearly ascertained what line should be taken with them, whether they should go upwards or gravitate downwards, more like idiots or imbeciles?—I think that would be a very useful mode of dividing into the two classes I spoke of improvable or non-improvable. I suppose they are the two classes you refer to.

5683. Do you think it is a good plan by which an institution is managed by voluntary persons and agencies who receive payment for individual cases from an authority such as the board of guardians or possibly an education authority?—That is a very large question. On the whole I should be inclined to say, yes.

5684. You spoke in favour of voluntary effort; this would keep it alive?—Keep it alive; therefore I am inclined to answer, yes.

5685. Do you think it would be more economical?—I do not know.

5686. (*Dr. Dunlop.*) I think I may take it that your opinion is clearly that all imbeciles, all defective children, belong to one and the same class?—No, I would not say that.

5687. They are not two separate and distant conditions, are they?—They merge one into the other. It is obvious that some imbeciles and defectives are very different from some others.

5688. They differ in themselves?—Yes.

5689. But they are essentially one group of defective persons?—I think for most purposes they should be treated as one group.

5690. I suppose you are aware that the name "defective child" is used in America as synonymous with our term imbecile?—Yes.

5691. In this country it is used by very many as a synonymous term?—Yes.

5692. They are all one big group that requires classification?—It is extremely difficult to classify—probably impossible.

5693. You lay some stress on the difficulty of certification. Can you tell me what your reason is?—From what I have heard in various cases I believe that many doctors take into consideration the question of whether it would be for the benefit of the child to be certified, or not to be certified, and that they certify or do not certify accordingly. I believe that doctors, and most honest and intelligent doctors, very often find great difficulty in saying whether a person is or is not certifiable. It is drawing a line where nature has not drawn it.

5694. You know the terms are "is of unsound mind and requiring care and treatment."?—That is the statute.

5695. All defective children are of unsound mind?—Not within the meaning of the Act.

5696. I do not think the Act gives any definition of the meaning. It has an artificial meaning given in practice which does not exist?—"Defective" of course, is a very large word—we are all defective in some respect.

5697. So is, "unsound mind" equally large?—Equally difficult to apply. That appears to me to be an inherent difficulty in the whole subject.

5698. Your opinion is that certification, as regards these children, might almost be abolished?—At any rate it seems to me it should be postponed until, in the course of years, they have shown what course the disease is likely to take.

5699. I think you regard the division into, say, defective or feeble-minded children, and so-called imbeciles, as artificial?—Yes, it seems to me so.

5700. And absolutely unnecessary?—I think so.

5701. You call attention to the different ways in which these children are treated. You give us a list of no fewer than seven of them. Of the seven, you select special institutions and separate blocks in county asylums as the only two satisfactory ways of treating them?—Yes.

5702. The workhouse and the ordinary county asylum are faulty for dealing with those. If it were reduced to a special institution—and a separate block is practically a special institution—do you think the whole of this class should be brought under one authority?—Yes, I am inclined to think so.

5703. At present you are aware the ones styled feeble-minded are under the county council, and others who are styled imbeciles are under the Lunacy Commissioners?—Yes.

5704. Do you think that is satisfactory?—I think it is unsatisfactory.

5705. They should be under one authority?—In endeavouring to establish the small school of which I have spoken we were a good deal influenced by this; we believed if we had such an institution the doctors would certify, and if we had not, they would not.

5706. The doctor certifying is no use if there is no accommodation?—In that case it would have brought them into our institution. Without that the institution would not have gone on.

5707. No institution, no use in a certificate?—No.

5708. You draw attention to the terms of Section 241 of the Lunacy Act as being so very faulty. The application of it doubtless is so, from what you stated just now to another Commissioner, but the actual terms of the section seem very wide. None of these actual faults appear in the section itself?—The Act says, "may provide asylum accommodation." When you come to what an asylum is, you come to all those difficulties.

5709. The section appears to give the widest possible powers about maintenance and establishment?—Yes, but the "asylum accommodation" is defined to require all these things. Therefore, although it is not in the section, it is in the Act. (*See* Section 276 of the Act.)

[5710 and 5711 withdrawn.]

5712. As regards voluntary institutions, what is your experience. Have they been found sufficient to supply national wants. The Lifeboat Institution is one of the great exceptions as regards voluntary effort, is it not?—Yes.

5713. Is there any other form of voluntary effort which has been successful in meeting a national want?—Yes.

5714. What?—Justices of the Peace. When I say "meet a national want," I do not mean to say the institutions are perfect; I mean the voluntary work done in this country is of enormous importance to it. A great deal of more scientific work is very often paid

for very dearly by interfering with voluntary effort. Therefore my desire would be to maintain voluntary effort to the utmost extent—to improve it and not to destroy it.

5715. But do you think it would be sufficient to cover the situation. Do you think every county and every town in the United Kingdom will have voluntary workers ?—I cannot tell you.

5716. Do you not think it is unreasonable to expect it. We have seen that condition of affairs in the state of the Inebriates Acts, which empower voluntary effort ? —They have been only tried for a short time.

5717. It is sixteen years ?—I do not know how far it is an entire failure.

5718. There is not a free drunkard's retreat in the country ?—You must remember the terms of the Act are excessively limited.

5719. I mean the 1879 Act. That is a voluntary Act ?—Yes.

5720. They are a very much needed class of institution, and there has been no voluntary effort to meet that need ? —Voluntary effort often fails ; so does State interference.

5721. Do you not think this is a very necessary thing, and it is a thing the State should insist upon ?—Whether it should be insisted upon at once or whether there should be an opportunity afforded for voluntary effort to step in, I am not prepared to say. I am inclined to take the latter view.

5722. Assuming that the State puts it upon local administration, should the power given to the local administration be permissive or compulsory ? Take the Inebriates Acts and the Lunacy Law. The Lunacy Law insists upon lunatics being looked after. The Inebriates Acts leave it optional. The local authorities may establish reformatories and retreats. The one is permissive, the other is compulsory. Which form of statute should this be ?—I think this should ultimately be compulsory. I say ultimately, because I should be inclined to give an opportunity to voluntary effort in the first place.

5723. So arrange it that voluntary effort can have its effect ?—Yes, and I should be glad to see an opportunity given for local activity in the establishment of these institutions.

5724. You think voluntary effort must be preserved ?—Yes.

5725. But there must be some compulsion in the local authority at the back ?—I am inclined to think that that is what it comes to.

5726. I notice in your statement, you make very little reference to adults ?—Because I have not considered the case.

5727. I dare say you are aware a great deal requires to be done there too ?—Yes. As I said, my connection with this subject is really very slight.

5728. It is not excluded from your statement for any reason of it not being necessary ?—Not in the least.

5729. You mention the weak-minded offenders. Have you any personal experience with those ?—Yes.

5730. Do you know of their existence ?—I do.

5731. Do you not think that is a class of person that there ought to be some segregation for ?—I hope they would diminish under the segregation which I am driven to think is necessary.

5732. It is a very cruel thing to turn these people out at the back of the prison gate to depend upon themselves ?—It is extremely sad.

5733. And they do a lot of harm in the world ?—A vast amount.

5734. You are strongly of opinion that there should be segregation of both the young and the adults ?—I am strongly of that opinion.

5735. What is your opinion as regards separating imbecility which is congenital insanity or defect, from acquired insanity. I dare say you know what a dement is? —I am not sure. I know what a lunatic is, and what an idiot is.

5736. There are mental disorders which produce mental defect in adult life ?—Yes.

5737. Some of these mental defects are very small ?—Yes ; perhaps we all have them.

5738. There is no practical purpose in distinguishing adult persons, who are mentally defective from childhood, from those who are mentally defective from acquired disorders ?—I am not aware of any.

5739. You spoke of the lunacy statistics of towns *versus* counties—rural *versus* urban populations ; I think it was to Mr. Byrne ?—I have no objection to giving you the information I possess, but my information on the point is not considerable.

5740. The lunacy rate is higher in urban than in rural districts ?—Yes.

5741. Do you think that is partly accounted for by the greater facility for keeping lunatics at home in the country districts ?—I think it is mainly due to the real difference in number, but I do not know.

[5742—5744 withdrawn.]

5745. You do not expect all cases sent to an inebriate reformatory to be reformed ?—No.

5746. A very large proportion of them are cases for the permanent segregation which we have been talking about recently ?—Yes.

5747. (*Mr. Burden.*) I gather from your answer to Dr. Dunlop that you think the work under the Inebriates Act is very questionable ?—I thought the doctor was then speaking of the later Inebriates Act, which enabled you to confine inebriates.

5748. (*Dr. Dunlop.*) The point I was talking about was the voluntary effort under the 1879 Act ?—I did not understand you were then speaking of the 1879 Act.

5749. (*Mr. Burden.*) My question refers to the 1898 Act, the one you were speaking of—you feel that is not satisfactory ?—No ; all I said was I did not know whether it was an entire failure ; my information with regard to it does not enable me to say.

[5750—5757 withdrawn.]

5758. (*Mr. Burden.*) I think you are rather in favour of small institutions over large institutions ?—I see advantages in both. I think the large probably afford better means of classification, and on the other hand the small institutions very often, I think, call out individual effort and individual care to an extent which is very desirable.

5759. Would you think an institution of 1,000 or 2,000 persons too large ?—Not if you are going upon the large system, with classification ; but I should be very glad to see small institutions existing.

5760. You think the small institution would probably be more successful ?—I think the small institution would call out more voluntary and local effort.

5761. Would you place those institutions under the county councils or under some other local authority ?—I am inclined to think the county council would be as good a body as you could find.

5762. You prefer local authority to the State ?—I prefer local authority to the State for the management of these things, subject to the supervision of the State.

5763. So far as such supervision is concerned you would place them under some existing State department for supervision purposes ?—Yes, I should not create a new State department.

5764. Would you place them under the Lunacy Commissioners, under the Home Office, or the Local Government Board ?—It is a choice of evils.

5765. (*Mr. Chadwyck-Healey.*) Just to go back on the question of certification, I gather that in every case you would require a medical certificate before there can be detention ?—Yes.

5766. Either of a child or adult ?—Certainly, I would have no confinement without that.

5767. In the case of children I suppose the medical officer who certified would be enormously assisted by the experience of the teachers who had the control of the special classes ?—That would be desirable.

5768. But you would let them certify apart from the doctor—the teachers who had had the children under observation ?—No.

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5769. Even in the case of a lunatic there is sometimes a difficulty in getting certificates, either from natural hesitation, or timidity on the part of the medical man?—Very great, sometimes.

5770. As a rule the lunatic attracts attention to himself and has to be certified?—Yes.

5771. That would not be the case with many of these children?—No.

5772. Could you suggest any way in which the children could be discovered?—I think by the intervention of the Poor Law relieving officers and of the schools. I should put both these bodies to work to find them out.

5773. That would apply to a very large proportion, but it would not touch what we have been calling to-day the upper class of defectives would it?—No.

5774. Can you suggest any way in which they are to be discovered?—The obligation on the doctor to certify where such cases came before his knowledge.

5775. Notification?—Yes.

5776. Like the infectious diseases?—Yes.

5777. Assuming that you have some of these persons under what we may call private segregation, if I may use the expression, can you suggest any way in which there can be efficient inspection to see that the segregation is properly maintained, without offence, of course, to families?—I have not thought of the point. It is obviously somewhat difficult, and it is a very delicate matter. I should suppose that it might be necessary to give a right to an inspector to visit the child from time to time.

5778. So much depends upon what the child does, particularly when he is nearly an adult?—I confess I have not thought of the point at all.

5779. Have you formed any opinion as to how funds should be provided by localities?—No.

5780. Would it be a county rate, assisted by a district contribution?—If you ask me, I think the whole subject of local taxation requires consideration. I should be very sorry to throw anything more upon the county.

5781. (*Mr. Hobhouse.*) In one part of your evidence you tell us there has been a great increase of insanity. Do you derive that from personal knowledge, or from statistics?—It is only the general knowledge which everybody possesses more or less, and the inclination of my mind is to think the increasing number returned is not due entirely to additional care or inspection; it is due really and *bonâ-fide* to the increase of insanity. That is my impression, but I am not an expert upon the point at all.

5782. You have not served, I imagine, upon a visiting committee?—No.

5783. With regard to the cost of your proposed scheme, putting on one side the question of purchase of site and construction, have you gone at all into the question of maintenance?—Yes, we did; that is to say, some of us did. I obtained some information with regard to the cost of maintenance from several institutions.

5784. What was the result?—You are asking a question which I have not brought the materials to answer. I can give it to you, if you care to have it, by letter.

5785. If you would?—I will look that up.

5786. A witness whom I understand we are going to hear this morinng refers to the cost of £29 per head for children in the metropolitan schools, per year, as an exceedingly trifling cost. Would that seem to you a small amount?—I would rather not express any opinion upon that without looking at the memorandum I made at the time.

The witness subsequently furnished the following information:

The labours of the Committee of the Somerset County Council having been suspended, as I mentioned in my evidence, the Committee never arrived at a distinct estimate of costs, either as regards capital outlay or maintenance.

The purchase money or rent which would have to be paid for the building in contemplation, was never ascertained: the original estimate of our surveyor for the works he considered necessary, was £1,505, the architect of the Lunacy Commissioners made a report suggesting works which he appeared to estimate at from £3,500 to £4,000.

Assuming that the building would accommodate eighty children, a rough estimate of the yearly expense of maintenance was prepared for us by the clerk of the Board of Guardians of the Long Ashton Union as follows:—

	£
Ten teachers at £30 each	300
Ten teachers rations at £35	350
Superintendent and matron with rations	150
Cost of living of 80 children at 4s. per head per week	850
Rent, rates and taxes, say	200
Medical superintendent with rations	200
Total	2,050

Against this it was estimated that eighty children might be charged for at the rate of 9s. 6d. per week, making an annual sum of £1,976.

As regards the number of attendants likely to be required, I obtained some information which led me to conclude that the proportion of attendants to children in certain institutions from which I had information was about as follows:—

Berrywood, Northampton.	
In the whole Building	1 to 10
In the Idiot wards	1 „ 8½
Winwick Hall	1 „ 6
Balderan by Dundee	1 „ 5
Earlswood	1 „ 6
Darenth	1 „ 6
Knowle near Birmingham	1 „ 4

I have given these figures as I gathered that the Commissioners wished such information as I might possess with regard to cost, but the figures were never threshed out by the Committee, and I, therefore, give them only for what they are worth.

5787. If you will, I should like you to give it us. I think everybody on the Commission wishes, from your great judicial experience, to know what would be your opinion with regard to the power to give indeterminate sentences in the case of persons of weak mind who come up for judgment?—I do not know that I quite follow you.

5788. It has been suggested that with regard to persons who are convicted, if it is found that they are of weak mind, it should be within the power of the judicial person to pass what is called an indeterminate sentence. Could you give us any opinion about that?—That is to say, a sentence enabling them to be detained for an indeterminate period. The point is new to me; I did not know such a proposal had been made. If I gather it rightly, it would seem to be an indirect mode of continuing the segregation, of which we have spoken. I should think it was hardly desirable to give it to the judicial person; but power to segregate should apply to the prisoner the moment it was found he was of weak mind. I should hesitate to have separate authorities to enforce segregation. I do not see why a man should be liable to be confined by the sentence of a judge in a case in which, if he were not a criminal, he would be confined by the sentence of some other authority.

5789. You would not like to put upon the judge the responsibility of practically confining this person for life even though the person had been pronounced to be imbecile?—I think the two things should be kept separate. Imprisonment for punishment is one thing; segregation for imbecility is another, and I do not think that the two things should be mixed. The judge who tries a man for housebreaking has no material or means of investigating his intellectual condition beyond that he can see, perhaps, he looks like a fool in the dock. Beyond that he has very little means of trying the question.

5790. You would prefer that the two questions should be kept entirely separate?—I should. The point is a new one to me, but it seems desirable to keep the two separate. You might give the judge power to call the attention of the segregating authority to the case. That might serve the purpose. I should like the same person who would pronouce upon him if were he not a criminal to pronounce upon him if he were a criminal.

5791. There is no power at the present moment in a judge to do that?—No.

5792. It would be a power desirable for him to have?—There is no segregating authority.

5793. Shall I say to the local authority ?—I suppose a judge could do it without impropriety. Of course, if the lunacy is set up, the court tries that. The court has to try the question of lunacy, then it does it upon evidence. If the person is found a lunatic, then of course he is not treated as a criminal. Then they are called criminal lunatics, and they are detained during the pleasure of His Majesty as such. If he is found not lunatic, he is tried for his crime.

5794. I suppose you have noticed in the course of your career that a great number of persons come before you accused of crimes, who are probably of weak mind ?—Certainly.

5795. Could you give us any sort of idea what proportion ?—I could not; it is very difficult to distinguish weak mind from low and debased habits.

5796. One no doubt produced by the other ?—Yes, but I could give no idea of the number. One of the most painful things in administering the criminal law is the low condition of the people who commit the crimes—low physically, mentally, and morally.

5797. To deal with the condition of things, of which you are only too well aware, your suggestion would be that the judge should have power to call the attention of the segregating authority to the state of the prisoner's mind ?—I think it might be better to leave it to the prison authority. If a sentence of hard labour is pronounced on a man the question of what labour is to be given to him is judged of by the governor or the medical officer of the gaol after sentence. That, I feel, relieves the judge very much from the necessity of considering the physical condition of the man. The same thing might be applied to the intellectual condition.

5798. Supposing there were a labour colony, would it not be better that the judge, instead of sending the convicted person to prison, should have the power of sending him to a labour colony, that is to say, not making the prison authority the judge of the mental condition, but making that discovery before the person is remitted to prison ?—When you are trying a man for breaking into a house, you have no materials for judging of his intellectual condition or his imbecility. If insanity is set up, as I have already said, you try it, but in the case of mere imbecility you have not the materials before you; you must have a separate trial in fact. Nothing is more dangerous than pronouncing an opinion upon a man's state of mind without knowing the man's whole history. Therefore, if a judge is called upon to determine this question, he must have the materials. There must be somebody to represent the case of imbecility and somebody to represent the prisoner, saying that he is not imbecile.

5799. May I take it your view is against what may be called an indeterminate sentence, but that rather the person should be convicted of the specific offence and sentenced to a specific term of imprisonment, and then if imbecility is discovered, segregation should be set up ?—Certainly, that is the inclination of my mind.

5800. What has been before the mind of a good many of the Commissioners is this: a person comes up for house-breaking or he is accused of petty larceny, and a short sentence of three months is imposed. At the end of the three months he comes out, and he commits another offence and is again sentenced to another three, or perhaps six, months. Is that sort of thing to go on for ever ?—You are now raising a very large question, which is this: whether it ought not to be within the power of a judge to pass a perpetual sentence of confinement not so much on the ground of inflicting a penalty, as of protecting the state, or society, from the depredations of the habitual thief.

5801. An habitual thief of weak intellect ?—It seems to me your question goes further, if I may venture to say so. If he is so weak that he ought to be segregated whether he be criminal or not, let him be segregated. Criminality then does not affect it; it is indifferent. You assume a man who ought to be segregated for life; he is either a criminal or not a criminal. Whichever he be, he ought to be segregated. Therefore, the crime has nothing to do with it.

5802. Therefore you would not lay any responsibility upon the judge of doing anything more than sentencing him for a crime ?—For a crime only because, *ex hypothesi*, he is a man who ought to be segregated for life. *The Right Hon. Sir Edward Fry.* 19 May 1905.

5803. Although it might be quite clear from his previous conviction and the nature of his previous conviction that he is of weak intellect ?—I do not know that any previous conviction can show that he is of weak intellect. The distinction between wickedness and weakness is not very clear. One often has before one, unfortunately, a whole catalogue of the man's thefts for the last ten years, and you do not know whether that is weakness or wickedness.

5804. Would you disallow the power to remit him to medical authority for examination ?—No, I have no objection to that, but I think the crime should be dealt with separately.

5805. I want your opinion as a judicial authority on this matter. I do not want to make any suggestions to you ?—I think the crime should be dealt with separately and segregation separately, because I say, *ex hypothesi*, your man is a man who, whether the acts are criminal or not criminal, ought to be confined.

5806. So that you would keep the two factors entirely separate, the crime and the want of intellect ?—Yes.

5807. (*Dr. Dunlop.*) Regarding this criminal procedure, your view is that the question of insanity or imbecility could be best dealt with after sentence in the petty cases that are not considered at present ?—Yes, the medical man in the prison has the opportunity of seeing the man from day to day. You can inquire into the history of it; whereas you merely try the crime.

5808. You try the crime in court, and when the man comes to prison would be the better time to observe him, certify him, and get power for segregation if necessary, after the insanity is studied ?—Yes, I think so.

5809. When that happens who should pay for the keep of that person ? I ask because I have had considerable experience in Scotland. At the end of a sentence or during sentence we certify a criminal and he is sent to the parish asylum. Then they are simply styled "recovered" by the medical man and turned out. There is a very strong objection to keeping criminal persons in ordinary asylums. If this procedure that you suggest is adopted who are to pay for the criminal lunatics ?—I suppose the counties now pay for them; I do not see why it should be changed.

5810. They should continue paying for them ?—I think so.

5811. Do you not think it would be most necessary to limit the power of discharging these—have it very strictly safeguarded ?—It must be safeguarded.

5812. Strictly safeguarded ?—Yes.

5813. And the present order of the guardians or visitors or discharging medical superintendent should not be allowed in such cases ?—You are asking questions which I have not gone into. I think there is a good deal to be said for the idea that that would not be adequate, but I should like a little more knowledge of the working of the system before I answer that question.

5814. When I tell you of one case certified and discharged from asylums three times within three months you will allow the necessity ?—It is a good case for arguing the necessity.

5815. (*Mr. Dickinson.*) With regard to what you were saying about voluntary homes; you said you prefer them ?—I do not know that I exactly said that; I prefer maintaining the voluntary homes.

5816. What do you exactly mean by voluntary homes—a home managed by a committee of the county council is managed by voluntary workers ? Do you include that ?—Yes. I rather understood the questions were put to me with a view to elicit my opinion as to institutions which were to be carried on on a small scale by persons interested in them, not very large institutions carried on by the county or the State. My observations went rather in favour of small homes, more or less locally managed, and by more or less voluntary effort, but not excluding subsidy from the State.

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5817. That is the point. I know a good deal of these voluntary homes for feeble-minded that are started now with very great difficulty, and the reason why they are not started more numerously is funds. A voluntary home that depends upon its own exertions to get the money is a very difficult institution to start. Would you contemplate voluntary homes that were entirely supported by some public authority, so far as the money goes?—There again you ask me questions I have not worked out. I do not profess to be an authority on all these points. I confess I have not worked out the whole system of how it should be managed.

5818. That is the difficulty with voluntary work?—Yes; my opinion would be that the voluntary work should be aided by State grants, but you should still cultivate, as far as possible, the voluntary effort.

5819. Voluntary effort in administration should be encouraged by funds being supplied by the public?—Yes.

5820. (*Mr. Loch.*) You have no objection to the system of paying for the individual cases as the guardians now pay for the feeble-minded cases?—No.

5821. The home itself being inspected, but in voluntary management?—No, I have no objection to that. I think I have said in my statement that is one thoroughly satisfactory means, the only difficulty being the high cost.

5822. (*Mr. Dickinson.*) The great difficulty is that the guardians will not pay the amount of money for the support of these people?—Yes, the guardians do not choose to send to these homes because of the very high cost, therefore, they keep the unfortunate children in the workhouse.

5823. It is the greatest difficulty to get 5s. a week out of the guardians?—Yes.

5824. (*Chairman.*) With regard to one or two questions Mr. Hobhouse was asking you: at present when you say you try a case of insanity of a criminal, if insanity is set up, I believe that the result is that you find the prisoner "guilty but insane"?—That is so; it is a very anomolous finding, and one the history of which is very curious but, I will not go into that.

5825. The question which suggested itself to us was whether you could not equally well find a prisoner "guilty but feeble-minded"?—As a practical question the question seems to me to amount to this; is the feeble-mindedness of such a description as really undoes the criminality of the act? There are many feeble-minded people who are still responsible, and who ought to be treated as responsible, although they may be feeble-minded.

5826. I do not want to press you upon this point, because we perhaps have rather sprung it upon you, but it is a matter which might be considered—whether a prisoner could not be treated in that way—is it not?—Certainly. It seems to me the real division is between those who are responsible and those who are not responsible for their act. The general view of the law is this: that everybody is responsible who is not insane, and everybody who is not responsible is insane. Therefore, the trial of the insanity of the prisoner is the trial really of the question of his responsibility—"is he in such a state of mind as to be responsible?"

5827. Of course, a very large number of the feeble-minded whom we are considering now, are to a very large extent responsible?—Then they ought not to be exempted from punishment; that is the view of the law. Everybody is liable to punishment who commits an act which is criminal in itself unless you can shew that they are not responsible. As you are aware the definition of "insanity," in law, is a very difficult question.

*5828. (*Mr. Dickinson.*) A police magistrate cannot adjudge a man guilty, but insane; or a Justice of the Peace?—No.

5829. It is only Assize cases?—And Quarter Sessions.

5830. Quarter Sessions and Assize cases. For ordinary small crimes there is no such possibility?—No, I believe it is so.

5831. A person is guilty of the offence whether he is mad or is not?—I believe that is so. Of course, if he were visibly mad, he would be treated as such, probably.

5832. (*Mr. Byrne.*) I want to ask whether, having regard to the class of person of whom we are now talking, who are feeble-minded without being certified as insane, you would deprecate any change of the criminal law in the direction of enabling people to be held either to be responsible or to be irresponsible, but to be partly responsible?—I think you are introducing a very difficult distinction indeed.

5833. We have heard evidence given on this subject at considerable length by technical witnesses, so it is not a novelty to this Commission. It is a question that has been asked several times and answered definitely?—"Partially responsible"—would you benefit me by explaining what that means, because I do not know that I understand it.

5834. In the sense in which it has been used here it means persons whom it would not be reasonable to treat as wholly and entirely responsible and to send to prison?—I do not follow that. I do not apprehend, quite, the distinction.

5835. Do you think there is no border line between responsible and irresponsible?—No, I do not see how there can be; the two things logically fill the whole area of possibility. The responsible in one case might deserve much more severe punishment than in another, but you must be either responsible, or irresponsible; there is no possible *tertium quid*.

5836. That is an absolutely definite answer to my question, thank you.

5837. (*Mrs. Pinsent.*) I want to ask you about the case of a boy who is brought up in a special class; you understand by that he was certified for a special class as a mental defective. That boy has been four times before the magistrate, and once in jail for house breaking. He is so deficient that I doubt whether he knows me when I go and visit him, which I do every three months, I doubt whether he remembers me from time to time. Would you say that boy was responsible, or not responsible?—I do not know at all.

5838. These are not individual cases, but they are cases which are perpetually occurring; they are the borderland cases?—*Primâ facie*, I should say that boy was insane. If he does not know you from month to month, and behaves in that way, I should say *prima facie* he was a mad child. There again, I should like to see him, and I should like to hear him.

5839. I have exactly the same sort of cases who do know me, just on the other side of the border line, who are really quite intelligent to talk to, and will take an interest in a football match, and that kind of thing, but they are perpetually before the magistrate for minor offences, and they will be as long as they are at large. Are they to be considered as absolutely responsible?—They are either responsible, or not responsible, I do not know which, but certainly there is no responsibility but what is absolute. The measure of punishment will vary, but if they are not responsible at all they are not liable to any punishment whatever.

5840. When children have been educated in classes for mental defectives, would it not be a good thing to have that evidence in court when they come up before the magistrates; that is to say, when their defect has been recognised and treated under medical supervision for a period of, say, six years, would not it be for the good of the community at large that their history should come into court?—Do you mean the child not committing any offence?

5841. No; when the child has committed an offence?—Certainly. It is very important in passing sentence on a person to know something of their previous history.

5842. That is not known at the present time?—That is one of the great defects in the criminal system that we have not adequate means of ascertaining the previous history of the persons, and that we have not therefore sufficient means of knowledge to graduate sentences accordingly. Let me say at once there is no more difficult question that I know of than the two you have mooted,

* See Supplemental information added to Answers 5863-5.

the graduation of the sentence and the existence of responsibilty, they are inherent difficulties which, whatever system you may adopt, will recur.

5843. Supposing it were possible to get the evidence of the child's former history into court, at any rate, it might perhaps help the magistrate to decide that the child was not responsible, if he could not say anything about partial responsibility?—The more the magistrate knows about the previous history of the child the better it is, undoubtedly. Therefore I should be very glad to have that before him.

5844. (*Mr. Hobhouse.*) I understand when a case of insanity is tried the verdict of "Guilty but insane" is returned by the jury?—It is.

5845. It is not left to the discretion of a judicial person?—The jury find that he is insane. They must find the fact also that he did commit the offence of housebreaking, whatever it may be. If they do not find that, they do not find him "Guilty but insane." Supposing they find the fact to have occurred, and that his condition of mind is such, then they find him "guilty but insane." It is a very illogical finding, but it is one which by statute is obligatory.

5846. It may be illogical but it is not an impracticable finding?—No, not impracticable.

5847. Upon that finding the judge passes the sentence?—The prisoner is confined during His Majesty's pleasure.

5848. Supposing it were within the power of the jury to find a person "guilty but imbecile," would you object to the judge upon that finding passing an indeterminate sentence?—Then you must try the imbecility, as you try insanity now.

5849. As a judge, do you not accept the verdict "guilty, but insane"?—Yes.

5850. You do not try the quantity of the insanity; you accept the verdict?—Certainly.

5851. Would not you be prepared to accept the verdict of "imbecile" without trying the quantity of the imbecility?—I should be prepared, if the law required it. But is it desirable that the law should require that?—There is no more difficult question that a jury tries now than insanity, but imbecility is also equally difficult. It is so graduated that it seems to me it is much better dealt with by an administrative authority than it is by the verdict of a jury.

5852. It would not be sufficient, in your opinion, for the medical witnesses *pro* and *con* to state during the trial that imbecility did exist or did not exist?—I think "imbecility" is a word which is so vague; it passes from a state of idiotcy up to a state of comparative intelligence.

5853. In any case it would be referable to a technical Commission?—My doubt is whether there is any advantage in allowing it to go before a jury when it is dealt with by a body of experts.

5854. On the whole, I take it, you would rather not have this verdict "guilty, but imbecile" referred for sentence to the judge?—As I said before, the point is a new one to me, therefore, I have not thought it over before, but my present impression certainly is that it is not desirable so to do; that it is better to leave the question of imbecility to whatever may be, what I have called the segregating authority; equally in cases of criminals as in cases of non-criminals.

5855. Would it be possible, if you thought it necessary subsequently, to consider this matter?—Yes, if anything should occur to me, I should be very happy to communicate it.

The witness subsequently furnished the following information:—

I was requested further to consider the questions relative to imbecility in connection with crime, and have done so, and may, perhaps, be permitted to resume shortly my views.

I do not think that the notion of a person being partially responsible for a crime is admissible as a juridical concept, though I entirely agree that the state of mind and mental capacity of the convicted person may affect the punishment properly to be awarded to him. In the case of a crime there is nothing that you can divide into parts; a man cannot be guilty of part of a crime; nor can part of the man be guilty for the whole crime. A man may be said to be partially responsible for a debt, meaning that he is responsible for part of the debt, or possibly that he is responsible for the whole debt, jointly with others; but crime is a single and indivisible thing, and the responsibility for it cannot be divided into parts.

On reflection, I adhere to the view that no good would result from the introduction into our criminal law of such a verdict as "guilty but imbecile"; if the imbecility is such as to negative responsibility, it is carried by the plea of insanity; if it does not amount to this it can be no answer to the charge, though it may affect the proper treatment of the prisoner after conviction.

It must be borne in mind that issues to be tried by a jury should be as simple as possible; and to introduce two forms of finding the irresponsibility of the accused would tend to confuse the twelve men in the jury box.

I am in favour, as will be seen, of two kinds of confinement or segregation for life; the one of the habitual criminal, on the ground of his criminality and for the protection of society from his depredations: the other of the imbecile on the ground of his misfortune and for the protection of society from the reproduction of the lower types of humanity. On reflection, I adhere to my view that these should be dealt with quite separately: that the former should be dealt with by the judge after a proper trial and verdict of a jury, to the effect that the accused is an habitual criminal: the latter by a proper administrative body.

5856. Personally, if you will allow me to say so, I attach great importance to your view on the question?—You are very kind to say so, but I feel that my observations are not of much importance, because I have not considered that point before.

5857. (*Mr. Dickinson.*) Would you also give attention to the point I raised just now—the minor cases—the ordinary cases before the justices; we have had a large amount of evidence about these feeble-minded people who time after time—twenty or thirty times—go before the police magistrate?—As you have raised that I might carry the observation a step farther. I have a strong impression—an increasing impression—that the law ought to allow absolute segregation, imprisonment for life, of persons who are going on committing crimes. My view is—it may be a wrong one—that one of the rights of the State to inflict punishment is to protect society from the depredations of a certain class of people, whether imbecile or not imbecile, and that the State ought to have the right to imprison persons for life when the evidence goes to this, that they are habitual criminals, and the moment they come out they will do the same thing again. Therefore I should be prepared, in all cases, whether a man is sane or insane, imbecile or not imbecile, to give the judge the power of trying the question whether he is an habitual criminal, and if he is found to be an habitual criminal, to protect society from him for life. That would cover your case, and go much further.

5858. Yes, it would, but it does not quite meet the point in my mind as to whether in these cases the magistrate, before he comes to the conclusion whether he is guilty or not, ought to have a knowledge of the feeble-minded condition?—That introduces the new doctrine of imbecility as an excuse for crime.

5859. At present he does not?—He does not. The law says if he is not responsible, he is insane.

5860. At the present moment, in the higher class of cases, such as murder, the jury does decide in trying the question of guilt whether he is insane?—Yes.

5861. But in the mass of small police court cases there is no such consideration given, and it cannot arise until the sentence has to be decided?—If I follow rightly, you wish to make imbecility, as well as insanity, a ground for excluding responsibility?

5862. I do not say that is my view; I am only anxious to get your view?—Imbecility, now, if it means the absence of responsibility, if it negatives responsibility, is insanity. Therefore you are only introducing, under a new term a thing which is already within the class of exemptions.

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5863. But at the same time in the ordinary police court cases the state of mind of the prisoner is not gone into at all?—No. I never knew of a case before a magistrate, nor do I think the magistrate has the power to determine the question.

5864. No, I do not think he has. He has these feeble-minded people constantly before him and can only deal with them as ordinary thieves or vagabonds?—Your suggestion would rather tend to this, that the magistrate should be clothed with the power of determining insanity.

5865. Yes, at any rate, considering it?—If insanity includes all cases of non-responsibility, then the magistrate ought to have the power of determining insanity. I shall have to consider the point further.

The witness subsequently furnished the following information:—

On the questions as to the manner in which insanity is dealt with in the smaller crimes by justices of the peace my answers were not very clear, for the point had never arisen in my experience, and I had never looked into it. The method in which persons found insane on the trial of indictable offences are to be dealt with is regulated by the Statutes 39 & 40 Geo. III., c 94; 3 & 4 Vic., c 54, and 46 & 47 Vic., c 38, but the mode of dealing with insanity, proved on the hearing of a charge of a summary offence, does not appear to be dealt with by any statute, but I find that on the 26th November, 1889, the Under-Secretary of State for the Home Department issued a circular to the chairmen of justices in each petty sessional division on the subject, which contains the following passage: "It is unjustifiable that persons of suspected insanity should be sentenced to imprisonment in order that the prison may be used as a place of observation. The Secretary of State must strongly urge on the magistrates that it is their duty to obtain, in all doubtful cases, evidence as to the mental condition of prisoners. In cases of serious crime, it may be necessary to commit for trial persons supposed to be insane in order that the question of their sanity may be decided by the verdict of a jury. But when the offence is less serious it is almost always open to justices to dismiss the charge and to deal with the prisoner as an ordinary lunatic, either handing him over to the care of his friends or sending him as a pauper lunatic to an asylum."

The instructions contained in this passage are not in all points as clear as might be desired, but I conceive that the position of things is this: In case of summary offences the justices ought not to convict a man whom they believe to be insane; but they have no power to detain him during His Majesty's pleasure, but must do the best they can for him; in the case of indictable offences the justices may refuse to commit for trial on the ground of insanity, or they may take the more usual course of committing for trial, in order that the jury may determine whether he be insane or not, and that in case of an affirmative verdict the proper sentence may be passed on him.

5866. (*Dr. Dunlop.*) Have they not got power now?—I think not.

5867. I think it is almost a daily occurrence to remand a prisoner for a week to enquire into his mental condition, and then when he is brought up at the end of the week he is discharged by the magistrate, if insane, and goes into an asylum on the ground of insanity?—I, honestly, do not know. My experience of police courts is not large.

[5868—5872 withdrawn].

MISS MARY HARGREAVES, called; and Examined.

Miss Mary Hargreaves.

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5873. You are the matron of the Rochester House Asylum?—I am.

5874. You have been in that position for the last four years?—Yes, since 1901.

5875. Before that you were head schoolmistress at the Middlesex County Asylum, and again before that head schoolmistress at the Royal Albert Asylum?—Yes.

5876. You have been so kind as to give us this statement of your evidence. Would you be willing that we should put it on our notes as part of our proceedings?—Yes.

STATEMENT OF EVIDENCE TO BE TENDERED BY MISS MARY HARGREAVES, HEAD SCHOOLMISTRESS AND MATRON OF THE ROCHESTER HOUSE ASYLUM, OF THE METROPOLITAN ASYLUMS BOARD SINCE 1901; FROM 1897 TO 1901 HEAD SCHOOLMISTRESS (AND CHIEF FEMALE OFFICER OF THE ANNEXE) AT THE MIDDLESEX COUNTY ASYLUM; FROM 1889 TO 1897 HEAD SCHOOLMISTRESS AT THE ROYAL ALBERT ASYLUM, LANCASTER.

Rochester House Asylum.

1. This institution was opened by the Metropolitan Asylums Board in August, 1901, for improvable imbeciles, and has accommodation for ninety-six males and sixty females.

Cases received.

2. The cases received have been chosen from the improvable imbeciles at the Board's institutions at Darenth; they have been selected at Darenth by an expert appointed for the purpose, and transferred to Rochester House Asylum on his recommendation.

Classification

3. This is of the first importance. There are two buildings, one for males and the other for females. At night epileptics are as far as possible separated from the rest, and the little ones are separated from the elder children. In amusements and outdoor recreations all are united. No restriction is put upon the general movements of the patients, and although supervision is very necessary, it is exercised in such a manner that the children seem scarcely aware of it; this gives self-confidence and helps them to work on their own initiative.

General treatment.

4. All the children are under training in the school, the shops, or engaged in household work, the kitchen, and the laundry. Simple kindergarten instructions and elementary lessons in the three R.'s form the basis of the education. Object and nature lessons are invaluable for this class of children. Everything is placed before the children in as bright and attractive a manner as possible, and all subjects are illustrated by drawings in coloured chalks on a blackboard.

A successful teacher should be able to draw well in order to place each detail before the child's eye and lead it on step by step in the lesson she is giving. There cannot be too much apparatus in the teaching of the children, and I have heard of letters in phosphorus being used to vividly impress the sluggish brain. I have found that a home-made letter of a foot in length, which a child could hold and nurse, is well remembered where a printed capital letter in the ordinary size would be immediately forgotten.

Industrial occupations.

5. Manual work is begun as soon as the child shows any aptitude in that direction. Visitors to Rochester House Asylum have expressed surprise at the early age at which the industrial training of the boys is commenced, and they ask if this is done because there were not older boys to put in the shops. I explained that this was not the reason, as there were older boys in the house than in the shops, but that they were not suitable for the work.

I am of opinion that boys learn a trade much more quickly and more easily if their tuition is commenced early, provided that their strength is not overtaxed and that sufficient relaxation is given.

(*a*) *Tailor's Shop.*—In this department twelve boys are taught tailoring by a sempstress. Besides repairing the boys' clothing, all the new work of the institution is made here; fifty-three pairs of trousers and twenty-three suits are included in the new work.

(*b*) *Gardening.*—Outdoor occupation is excellent for this class of patient, both physically and mentally. A number of boys are engaged in the garden and the services of an assistant gardener at the opening of the asylum have since been dispensed with.

(*c*) *Shoe Shop.*—In this department I put six boys who had never had an awl in their hands before. At first they were the despair of the local cobbler engaged to teach them the trade; he declared that one boy who could not speak would never be any good; this boy is now one of the best in the shop. All the

repairing and new work besides boot blacking is done here, and the boys close uppers, stitch patches and toe-caps, and four boys can work at the bench.

(*d*) *Basket work.*—The boys in this shop have learnt to make large articles, such as linen baskets, fire screens, etc., and they are really well made. One of the worst little boys, who not only scratched his own face but also that of his companions when he had the chance, is now well occupied in this department, and although at present he is not very far advanced, I have much hope of his future and believe he will turn out as well as the boy in the shoe shop, who was as bad a case as this one until his energies were directed into the right channel. Such cases show the necessity of utilising experience in the choice of imbeciles and feeble-minded for the different trades, otherwise much valuable labour may be lost by being unrecognised, and the child allowed to rank amongst the unimprovables.

(*e*) *Handyman's help.*—Two boys help the handyman; one wheels coals, and sweeps and cleans outside places, whilst the other boy gives assistance in carpentering, whitewashing, painting, etc., so saving paid labour.

(*f*) *Laundry.*—The work in the laundry is done by six girls and one paid woman. All can wash, mangle, fold, and hang out clothes, whilst two are now quite experienced ironers. All the linen is washed and ironed at home, with the exception of the staff's personal laundry work.

(*g*) *Kitchen.*—The cook, with the assistance of five girls, has done all the cooking and work in the kitchen.

(*h*) *Needleroom.*—A needlework class is taken by a nurse every afternoon; nine girls under her supervision do all the repairing of the girls' clothes and darn the stockings. The same girls in the morning are occupied in house work.

On the male side, when the institution was opened, six girls were sent over daily to make beds, etc., in the boys' dormitories. I can now dispense with their help, for the boys have been taught to do the work themselves, while in the afternoons they go to the shops, garden, or school.

One girl is a capital messroom maid, while another girl is a house-parlourmaid; they do not require any more supervision than an ordinary servant. Such patients can well take the place of servants in an institution and lead happy lives, for after their work is done they are able to join in the recreations provided for the inmates.

Recreation. 6. Systematic recreation is part of the system of education and is carried out on a large scale, the grounds of the institution enabling outdoor physical exercises and amusements to be indulged in to the fullest extent, while musical drill is given to the little ones. Simple kindergarten and old-fashioned games are the best at the beginning, and afterwards croquet and cricket may be attempted. Music is a great aid to the enlivenment of these children, both at play and work. Although a band is an incentive to their dancing, I have known sets of quadrilles and lancers gone through in an admirable manner by one group of children whilst a choir of another group have supplied the necessary music by singing little nursery rhymes in perfect time.

Cost. 7. I consider that the experiment at Rochester House Asylum has shown conclusively what considerable economies can be effected, in the maintenance of imbecile and feeble-minded cases, by a careful system of classification, and of training the improvable cases and utilising their services.

It has been found quite unnecessary to engage, at this asylum, the paid labour which it was intended to have when the premises were acquired.

The average annual cost per head of the inmates at Rochester House Asylum (where only 156 cases can be received) is only £29 9s. per annum. I attribute this entirely to the training of the inmates and to the great amount of work in the institution performed by them which has resulted in the saving of the paid labour referred to.

Results of Experience 8. I consider it very desirable that there should be one system throughout the country for dealing with imbeciles and feeble-minded, and that the State should have the custody for life of all imbecile and feeble-minded persons who cannot be satisfactorily provided for by their relatives. These persons should be received into institutions at as early an age as possible, both for the good of the community and the child's own benefit. There should be custodial homes for the unimprovable where the helpless cases would be kindly looked after and their lives made as bright and happy as possible. There should be training schools for the educable children and a colony for the adults, who would partially support themselves, and whose services might be utilised in all the institutions. These institutions should all be under one control in each district, but in any case I am strongly of opinion that the training school and working colony for adults should be under the same administrative control.

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I believe that further State provision is very necessary, because there is a great number of imbecile and feeble-minded cases who are not receiving proper care and treatment, and in a great many cases the parents are above the class who get relief from the guardians of the poor, but yet are not sufficiently well off to pay the sums required for the maintenance of cases in voluntary institutions, and have not sufficient influence to secure election where admission can be had by this means.

I consider that the training of imbeciles and feeble-minded should be commenced at the earliest possible age, *e.g.*, three years, or younger if possible, in fact as soon as experts can say that the child is defective. Peculiarities, tricks of expression, facial defects, and physical deformities may then be corrected before they are aggravated by habit. The imbecile, if neglected in childhood, becomes apathetic, is difficult to get out of grooves, or to be cured of faulty habits.

I consider that the detention of these cases should be permanent, otherwise the money spent and good done, while the case is under control, is lost, either entirely or to a great extent, when the case is removed from the asylum. As an instance of this may be given the only case discharged from this institution, in March of this year. This case I reported upon last year as having improved so much while working in the garden. The boy paid me a visit quite recently and was in a very neglected and ragged condition. Upon making inquiries at his home I learnt that he had not earned a penny since his discharge, and from being paralysed and very slow mentally he was quite unable to compete in selling papers with boys much younger than himself; he was further unable to clothe and wash himself. He became restless and unmanageable from constant correction, which only made him develop an irritable and cruel attitude towards his younger brothers and sisters. His parents now deeply regret having removed him from Rochester House and would like to send him back again.

I believe the majority of parents now realise the benefits of an institution and appreciate the care and training bestowed upon the children.

I am of opinion that the kind but firm treatment which imbeciles and feeble-minded require cannot be given in their homes, even in those of the better class, for the parents either spoil or neglect the children. In the first instance they spoil the child because they are sorry for his infirmity and so allow him to have whatever he desires, whether it is good for him or not; the imbecile soon knows this, and I have known cases upon admission to an institution getting into a violent temper because they were not allowed to have just what they had set their minds upon.

The children are neglected because, as a general rule, the parents have not the proper means of educating and training them at home.

5877. (*Mr. Dickinson.*) You have had to deal with children that are certified imbeciles?—Certified and uncertified as well. They are not certified at the Royal Albert.

5878. I mean in Rochester House?—Yes.

5879. Rochester House cases are only children who have been certified?—Yes, they are all certifiable cases, but the certificate has not always been given until they are over sixteen.

5880. Have they not been certified before?—They are admitted on the order of the Guardians, and then certified afterwards, after they are sixteen, as it has not been the practice of the Lunacy Commissioners to require a

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certificate before sixteen. The Managers have now decided, however, that in future all imbecile children shall be certified for permanent detention, before they are transferred from the Receiving Home.

5881. You have had the imbeciles and idiots, but not the feeble-minded—not what we may at the present moment understand to be feeble-minded, namely those who cannot be certified?—It is a very fine line; I had some feeble-minded children with me, but still they are in asylums.

5882. Would you say that some of your children are so little incapable that they ought not to be called imbeciles or idiots?—They are certainly not idiots; "imbecile" is a very vague term, but my children are as good as perhaps some in the special classes.

5883. You have had them there some years now. What is your experience as regards their mental improvement?—Some have improved very much; they become useful members in the Home, and do the work in a very capable manner, but they all of them have a certain amount of supervision.

5884. They all require supervision?—Yes.

5885. If I read your statement aright, you would say that not one of the children that you have had under your care could have gone out into ordinary life? No, I do not advocate the children going out into the outside world, I do not consider that they are completely responsible for their actions.

5886. They could have gone into a good parent's home, I suppose,?—Yes, but the parents do not live as long as the children, as a rule.

5887. When you say that these children are improvable, you mean that individually they become more useful members of the community as long as they are under your custody?—Yes, under supervision; there must always be a certain amount of supervision.

5888. Must they have constant supervision in the actual work that they are doing?—Not exactly constant but there must be supervision. If they are working in a room somebody must see that they are working all right, occasionally. The one in charge does not need to be there all the time.

5889. Of course, you have only had children who are quite young. What are the oldest children that you have got?—I have had some of them over twenty—the working girls.

5890. You tell us of a case where a girl made a good house parlour maid; is that girl really able to settle her plans for herself?—She has rules drawn out for her. She adheres to them. She does the work one day, and then the next day, methodically; she has it mapped out for her.

5891. She does the actual work?—Yes.

5892. Would you say that under that supervision she is doing as good work as an ordinary servant?—Yes, quite.

5893. Therefore under supervision she may be taken to be earning as good wages as an ordinary servant?—Yes, they can take the place of servants in an institution.

5894. They actually do become useful members of society?—Yes, very useful.

5895. To what proportion of your children at Rochester House would that apply? How many have you got there?—We are supposed to have 156; it is being given up now; I have only the girls at present.

5896. Do you know why it is being given up?—They are being taken to Darenth. The working of Rochester House was an experiment, and has proved a success.

5897. They are going to do the same thing at Darenth?—On a larger scale.

5898. What proportion of them do you think can really do such work as is fairly equivalent to the work that a sane able-bodied person does?—Of course, Rochester House has only been open four years. It takes some time to start a work of that kind. Some of the children are not of the best, and they have had to be trained. They are young children. Then I had older children, girls, to help in the work. They have all improved. The young ones have improved in habits and the older ones have learnt to work in the place, and do the work; so that the paid labour intended at the beginning I have not engaged, and some of the staff have been dispensed with.

5899. But you must always have paid labour for supervision?—Always.

5900. How far do you think an establishment like this should be able to support itself? Do you think it could support itself?—I should say "self-supporting to a great extent." I would not say "quite self-supporting," because I have not proved that at Rochester House; there has not been time, only four years.

5901, I suppose you have no means of making money; you do not have any industry for making money?—The children at the beginning were too young, for one thing. And then the time is too short; four years is really nothing in a child's life training. The improvement in that time really gives one very great hopes of what might be done in a longer period, and in a large institution equipped for imbeciles; this has only been adapted and there are a lot of drawbacks.

5902. Do you think that these children that you have had five or six years, in the next ten or twenty years, if they stayed on and engaged in the various industries which you have been training them in, could make the establishment self-supporting?—I would not go so far as "self-supporting," I have my own idea that it might be, but that has not been proved; but I think they would go a very great way towards supporting themselves..

5903. You think that by that process of organisation the labour that could be got out of these children would be really valuable?—I do, indeed.

5904. Whereas if they are left alone, not in an institution, probably their labour is *nil*?—Yes, they might be unimprovable. You do not know what they can do until you try—only mischief.

5905. You give an illustration (*vide page 323, col. 2*) of a child who was sent back to his parents. How was it the parents got that child back?—They came and thought the boy was very much improved. He worked in the garden; he had done nothing before because he was paralysed. The father was not a very bright man, himself. He was led away by the boy's exaggerated accounts of what he did, and thought he could make money out of him. He took him out, but he found his mistake. He could not earn anything; he could not compete with the best boys in the streets selling newspapers. He could not wheel a barrow. He told me he carried some shoes and he dropped them. Nobody would engage him.

5906. You put the average cost at just under £30 a year?—That is small by comparison with the large institutions. I think Mr. Duncombe Mann has given particulars of the cost of institutions. I was not saying whether that is small or large in itself, because Rochester House has been only open four years; there is no time to have the economies that there might have been with a longer period.

5907. How many supervisors do you require?—In the laundry all the washing is done by the patients, and there is only one paid woman.

5908. That is the laundry which does the washing for the place?— Yes, it is a hand laundry; it does all the washing of the place and the blankets, bedding, and the children's things and those of the staff, with the exception of the staff's personal laundry work There is one woman and six girls. Those girls had not been in a laundry before, but they were the better ones.

5909. Imbecile girls?—All imbeciles—all sent from Darenth Asylum, so they were admitted according to the rules of Darenth, and some of those girls can iron and do work as well as paid women.

5910. How many on the whole have you got. You have got one paid woman in the laundry?—Yes, and one cook in the kitchen; all the others are imbeciles. They cut the meat, do all the work—do scullery work, prepare the vegetables for the staff and patients, make the patients' pies; the cook attends to the ovens and the responsible work, and the patients do the rest—all the washing-up and everything.

5911. In the other department?—The girls make the beds and do housemaid's work. I have a head housemaid and nurse but the latter only for the young children. The elder girls help with the training of the little ones.

5912. Have you nurses?—I have seven day nurses and two night nurses.

5913. For how many patients ?—Of course, the patients have been gradually sent away. I should only require those for the full number, about 156.

5914. The total cost of this home is £4,500. I wanted to get at what the cost of the paid labour is ?—It has not had time to work yet.

5915. You say you have one cook ?—Yes.

5916. And one laundry matron ?—Yes.

5917. And you have seven nurses ?—Yes, and two night nurses.

5918. Who else have you got, paid ?— Two resident teachers. Then I have the male staff, a basket-maker comes in two hours four times a week, a shoemaker from six in the morning till six at night, the gardener, and the clerk.

5919. Two teachers—and, I suppose, the basket-maker would be a teacher really ?—Yes.

5920. Four teachers, a gardener and a clerk; that is the total ?—Yes.

5921. That is seventeen people and yourself ?—Yes.

5922. Are there any others ?—Yes, a chaplain, a medical officer (he attends daily), and the dentist; then we have a medical expert.

5923. I do not think you count those last four as part of the staff; that makes eighteen people with those four in addition. Eighteen people in 156, that is one for eight children. Is that the lowest staff that you could carry on that home with ?—There is also the housemaid, sempstress, and a handyman. As to its being the lowest staff, time would tell. As the younger children grew older and improved, they would take the work off the others' hands. Then I should not require all the paid labour. From careful study of the working of Rochester House during the four years it has been open, I am of the decided opinion that at the end of eight years the same staff would be quite capable of dealing with double the number of children.

5924. You could form a pretty good idea, no doubt, how a proper institution would be able to be run on these lines. To what extent could you reduce the staff ?—Of course you have to have a cook and a head laundry maid.

5925. (*Mr. Hobhouse.*) Could you not do without a cook ?—No, there must be someone at the head, responsible, in every department.

5926 (*Mr. Dickinson.*) You would have to have yourself, the superintendent. What about the nine nurses ?—As the children improve they would be the ones who could be dispensed with, as the children become more expert in their work and more responsible—though I never hold a child quite responsible.

5927. I suppose these children, ten years hence, when they are grown up, would not require those attendants ?—No, and some of them would be able to help the junior ones; they would take the place of nurses; they could be assistant nurses.

5928. I suppose there is a good deal of nursing to do ? They have to be washed; they cannot wash themselves ?—Not the little ones. I had at the beginning a lot of younger children. The boys of course had to be necessarily under female management at Rochester House, they were young.

5929. I suppose you could not reduce the staff of teachers ?—You must have two teachers, or I might have one teacher, and a nurse teacher. As the nurses became competent and knew the children, and they were trained in kindergarten in the simple methods necessary for this class of patients I could do away with some of the teachers; the nurses would take the junior classes.

5930. You say in your view the children should come to you early—at three years or earlier. Have you had very young children there ?—No, not very young children.

5931. In what way do you think the very young children would profit by coming ?—I think they would be trained—their intelligence would be opened out; any bad tricks of expression that they had, and bad habits, would be corrected in time—not be allowed to grow.

5932. That requires a good deal of paid supervision. A very young child would be more expensive than older ones ?—Yes, only the older girls in the institution could help with these little ones.

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5933. But they would not be able to help in the way of educating them ?—No, but they could assist in washing and taking care of them.

5934. (*Dr. Donkin.*) I suppose on page 323, that paragraph beginning—"One girl is a capital messroom maid, such girls can well take the place of servants in an institution," you mean to confine it to an institution; you do not mean to imply that they could take the place of a servant in private families?—No, not at all.

5935. I would prefer to say about that, that as far as I can remember, our opinion was that that class of children in your institution were quite as intelligent as the feeble-minded school children—the special class children ?—I think so. My experience of feeble-minded children outside has not been large.

5936. Therefore it may be practically taken that at Rochester House you have at least a fair number of children who might be regarded as at the top of the tree, as imbeciles ?—I should think so; they are really very good.

5937. What is your opinion about the value there is in teaching any of these best children reading, writing, or arithmetic, or anything more; or the relative value between that and manual work ?—I think a child, if it has brains to learn reading, writing, and arithmetic, ought to be taught for its own amusement. But not only that, a child who can count is very useful in the laundry; a certain amount of education is necessary in every department, even of manual labour.

5938. Do you find many of the children you have had to deal with make much progress ?—If you have them young, you can train them.

5939. Do any of them get to the position of being able to read of their own accord, and enjoy it ?—Yes.

5940. Those you continue to teach ?—For those, after they have learnt so far as to enjoy themselves, I should have a manual evening class, perhaps; I should put them to manual work to learn sufficient to keep themselves.

5941. There are a good many who can do manual work, and perhaps earn a good part of their living, who are able to make very little progress in book-work ?—Yes; mechanically they would get on.

5942. (*Mr. Byrne.*) When you were at Lancaster what class of children had you under you ?—They were more idiots and imbeciles; they had all grades when I went there first.

5943. The children whom you looked after I suppose were in many instances discharged ?—Yes, after seven years; unless they were life cases or re-elected.

5944. Did you hear of them afterwards ?—I heard of one or two cases who deteriorated, and others who improved; one boy was employed in a confectioner's shop with his brother; I think he got on very well, but he was under supervision with the brother.

5945. Combining together your experience at Lancaster and under the Metropolitan Asylums Board, would you say that any of the feeble-minded people, who are approaching imbeciles, are so curable, by any sort of treatment, as to make their freedom in the world desirable ?—I do not think so.

5946. Would you agree with a witness, whom we had the other day, and who, when asked how many of this sort of defectives could be expected to be cured said bluntly, "Defectives are never cured" ?—Yes, I do agree with that.

5947. You have seen a good deal of the parents and relatives of the children with whom you have had to do from time to time?—I have seen them visiting the children, but not in their homes.

5948. Have you been able to investigate the family histories of those under you to any considerable extent ?—No, I have not done that to any extent.

5949. You have nothing more than a general opinion as to the influence of surroundings and heredity on the imbecility and the feeble-mindedness ?—That is all.

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5950. I think you have told us you have a strong opinion that heredity is the important factor ?—Yes, I think so still.

5951. Are any arrangements being made for keeping more detailed statistics of the family histories of the children with whom you have to do ?—I think all the family histories of the cases are taken at Darenth, so that I think they have full particulars.

5952. Why is Rochester House being discontinued ?—The children came from Darenth originally, and are being returned there.

5953. The tracing of the family histories is a matter of years—constant questioning ?—Yes, it is, certainly.

5954. (*Mrs. Pinsent.*) Can you tell us at all about the proportion of children who learn sufficient to amuse themselves—those under your care now ?—Reading is a very difficult subject with imbeciles. Do you mean the proportion now in my Home ?

5955. Yes ?—A lot of the children are very young—the boys are very young. It would not be a fair proportion for an ordinary establishment. They are all young scholars with the exception of the working girls.

5956. How many children are there in your top class ?—About thirty-two. That does not mean that because they are in the first class they are of the highest intelligence. Some of the girls who could not be put to manual labour I have had to put in the scholars' class because I had no other place for them.

5957. Not because they are learning ?—Not because they are learning practically very much, but to keep them out of harm and amuse them.

5958. I wanted to compare the standard of the children, intellectually, with the standard of the children in the London special classes. I do not think many of those children would get to what we call Standard 3 or 4 ?—I think that would be the highest with mine too. Some would read who are very quick in that way, on account of reading books, but perhaps in arithmetic they might be backward.

5959. What would your scholars get up to in arithmetic ; would they be able to do the first four rules ?—An imbecile may be quick in one subject ; you cannot compare him in all alike ; he is not like a normal child.

5960. The first four rules might be taught ?—He might be quick in one subject and not in another.

5961. Is that the same in the Royal Albert ?—Yes ; if you classify them in one way in one subject, you might classify them differently in another subject.

5962. Is much attempt made to teach the three R.'s at the Royal Albert ?—Yes.

5963. The best of them arrive at Standard 4 there ?—Yes, 3 or 4. In some instances mine have been very clever in arithmetic.

5964. We are really dealing in the special classes with precisely the same children—the same intellectual grade of children as you deal with at Rochester House ?—I understand that they are better. The children are sent to an asylum, are they not, when they cannot pass into special classes ?

5965. That is what I wanted to arrive at, because it seemed you had as good results in Darenth as they had at the special classes ?—Yes, we have them all day ; we have them from early morning to late at night. The tuition is going on throughout the day ; they are always under training.

5966. You attribute it to that ?—I think so.

5967. You very often give up the attempt to teach the three R.'s ?—Yes, I call it waste of time. I put a girl to needlework or other manual work if we find she is not a good scholar ; and relaxation is given with outdoor amusement.

5968. (*Dr. Dunlop.*) One question in connection with the nursing of the imbeciles. I saw at Darenth male nurses were used for the nursing of idiots and imbeciles. Do you think that necessary ?—I do not personally.

5969. Have you had any experience in nursing male imbeciles ?—Some of my boys were seventeen or eighteen ; just discharged.

5970. And no difficulty has arisen ?—No.

5971. It is much more a womanly than a manly job ?—I think so ; one or two exceptions I had to send to Darenth. I thought it not wise to keep these boys with girls. Perhaps if they had been brought up in a female establishment from infancy, it would have been different.

5972. Is there much interchange of patients between your establishment and Darenth. Are the cases sent from you to Darenth and from Darenth to you from time to time ?—They were sent at the beginning and a few were returned who were said to be unimprovable. There have been one or two cases when they were too old to be kept at Rochester House—the boys—otherwise I have kept all the children.

5973. (*Mr. Loch.*) You speak of the children coming very young into this institution and say that would be very good for them. Have you experience enough about special classes to think that admission to an institution of this kind might dispense with special classes ?—I think so. I think, if an institution were formed for the imbeciles and weak-minded, that it should be all in a colony and that the special classes might be done away with altogether. My impression of the special classes is that the children should be under control outside the special classes, not only in the special classes.

5974. They are in boarding-houses ?—Some ; but most of them are in their own homes.

5975. With regard to another point, your policy has been to get rid of paid teachers and helpers and to get the children and young people to do the work, and in that you have reduced the staff ?—Yes.

5976. Can you say how far you have reduced the staff ?—Take the kitchen : at first I had a cook, kitchen-maid, and scullery-maid. I was supposed to have two scullery-maids, but I only engaged one, because I had a good girl who took the place of that one. Now, I only have the cook.

5977. You have one for three ?—Yes. Then in the laundry I was supposed to have three outside engaged, and one inside. Now I have only one.

5978. That is one for four ?—Yes.

5979. And so on, would it be ?—So on, it would be, in time. Rochester House has only just commenced ; it takes time with these young children ; as they grow older and more experienced they would go on to help themselves and the others as well.

5980. You are quite satisfied, from your experience, there and elsewhere, that that is the right policy ?—Yes ; I have been surprised myself at the good results obtained.

EIGHTEENTH DAY.

Friday, 26th May, 1905

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.

W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

Sir JAMES CRICHTON-BROWNE, M.D., LL.D., F.R.S., called; and Examined.

5981. (*Chairman.*) Would you mind giving us your qualifications so that we may have them on our notes?—I am a Doctor of Medicine, Doctor of Laws, Fellow of the Royal Society, and Lord Chancellor's Visitor in Lunacy.

5982. Perhaps you will be kind enough to describe to us the duties of the office of Lord Chancellor's Visitor?—To visit all lunatics so found by inquisition, and also any other lunatics whom I may be directed to visit by the Lord Chancellor or by one of the Lords Justices or Masters in Lunacy.

5983. You have been so good as to send us a statement of your evidence. May we take that statement and put it on our notes?—It is quite at your service. I am afraid it is discursive and fragmentary; but it has been written in haste and with some difficulty at Mr. Mothersole's request.

SIR JAMES CRICHTON-BROWNE, M.D., L.L.D., F.R.S., LORD CHANCELLOR'S VISITOR IN LUNACY.

During my whole professional life I have given some attention to the condition and care of the idiotic and feeble-minded. I was one of the original committee formed to establish the Larbert Institution in Scotland some forty years ago. In the several asylums in which I have held office I have had idiots and imbeciles under my supervision, either distributed amongst the other insane inmates, or collected in special wards. As Lord Chancellor's Visitor, I have now under observation a number of persons suffering from mental defect belonging to the affluent and well-to-do classes.

The terms of reference to the Commission which I have read seem to me to exclude what is really to my thinking the pressing question in connection with idiocy and feeble-mindedness, and that is their etiology; unless indeed the words, "to report as to other measures which should be adopted in the matter," *i.e.*, "insufficient provision for the care, training and control of idiots, epileptics, imbecile, feeble-minded or defective persons," may be taken as embracing measures calculated to reduce the number of these classes of persons and so to restrict the extent of the provision which it is necessary to make for them. Adequate provision for these classes—and by that I mean provision, not merely for education and training, but for lifelong supervision and control where necessary—is in itself an etiological measure of the first importance, and ought to prevent the propagation of the infirmities for which provision has to be made; and there are other causes of these infirmities, which can be and ought to be dealt with, with a view to the prevention of certain varieties of mental defect which are preventible. But these causes require investigation as to their nature, incidence, and mode of operation, and I do not doubt that it would be of great public advantage to have them thoroughly inquired into by a competent authority. The roots, from which mental defects spring, send up many other pernicious growths, and a complete examination of them could not fail to supply information, helpful, not merely in understanding and compensating their defects, but in grappling with collateral difficulties and evils.

Sir James Crichton-Browne, M.D., LL.D. F.R.S.

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It is, of course, most desirable that our social rubbish should be swept up and garnered and utilized as far as possible, but it is still more desirable that as far as possible its production should be curtailed and put a stop to.

The heap of social rubbish—and I use the word rubbish in no contemptuous sense, but as meaning spoilt and broken-down material—the heap of social rubbish corresponding with mental defect is huge, deplorable, and very burdensome, and is not diminishing in bulk, nay, it is increasing in bulk, although whether it is doing so out of proportion to the mass of sound material around is open to question.

As to the amount of mental defect in the country the Commission will have, from other sources, more accurate information than it is possible for me to give them, if indeed anything like accurate information on the subject is attainable. I have access only to the usual sources of information. From the census return for 1901 I learn that 132,654 persons were enumerated as insane. If I subtract from that number the number of lunatics, idiots, and persons of unsound mind reported by the Commissioners in Lunacy in 1901 in public and private asylums, idiot establishments, workhouses, or living with relatives or others, 107,944, I find there were 24,710 insane persons not certified as insane or feeble-minded, the very large majority, nearly the whole, of whom, I should suppose to be feeble-minded. Of the patients under the cognizance of the Commissioners in Lunacy in 1901, 1,866 were in idiot establishment while I calculate that at least 5 per cent. of the patients, in county and borough asylums, registered hospitals and licensed houses, were labouring under congenital mental defect. Of the yearly average of admissions to these establishments in the four years 1899-1902, numbering 20,427, 1,115 were thus classified, which is about 5·3 per cent. That would give us, in these establishments in 1901, 5,700 idiots and mentally defective persons. Of the insane in workhouses, Metropolitan district asylums, or residing with relatives or others, numbering in 1901 upwards of 23,000, not fewer than 25 per cent. must suffer from mental defect, so that we may gather from the official returns that there are in round numbers about 40,000 persons labouring under recognised congenital or infantile mental deficiency, of whom about 15,000 are so certified.

But that gives a very inadequate idea of the amount of mental defect in the country. The change made in the Occupiers' Schedule of the census of 1901, about which Dr. Tatham was good enough to consult me, substituting the word "feeble-minded" for "idiot," has, no doubt, led to greater accuracy in the returns. Parents who were loath to brand their off-spring as idiots have consented to designate them "feeble-minded," but even the milder term is generally regarded as offensive

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and as attaching a stigma likely to be injurious through out life. I am satisfied that great numbers of parents with children labouring under mental defect of a pronounced degree have ignored it in making the census return. Many parents of the humbler class do not understand what "feeble-mindedness" really means, and regard it as synonymous with downright idiocy. I question whether any of the children of the class now dealt with in the special schools for the feeble-minded in our large towns were returned in the census as such. The fact that they were attending school would be regarded by parents as proof-positive that they were not feeble-minded. I do not know that it is at present possible to estimate the number of mentally defective children attending elementary schools with any approach to accuracy, as feeble-mindedness is a condition with very hazy boundaries both above and below, and with diverse interpretations; but my impression is that there is at least 1 per cent. of these children for whom special instruction of one kind or another is needful. And of these children requiring special instruction, 60,000 in number, a certain proportion are mentally defective to such a degree as to make it impossible for them, even in the most favourable circumstances, ever to reach a normal or self-supporting mental standard. Miss Dendy and Dr. Ashby found amongst 39,600 board school children in Manchester, 494 needing special instruction, of whom again 141 were hopelessly defective, while the rest were described as dull and backward. That gives 1·3 per cent. requiring special instruction and ·37 per cent. irremediably feeble-minded. The same observers found amongst 3,000 children attending denominational and undenominational schools in an area near Manchester, including however one school for waifs and strays, 150 children whom they listed as weak-minded, which gives 5 per cent. The school attendance officers of the City of York reported 55 in 5,000 children labouring under serious mental defect, which is 1·1 per cent. A recent carefully-conducted medical inspection of 1,056 school children in Dundee has shown that of the boys 50 or 10·78 were mentally dull, and 3 or ·65 per cent. mentally defective; while of the girls 37, or 8·20 per cent. were mentally dull and 6 or 1·33 mentally defective. In an industrial school containing 101 boys which I recently visited I found two boys with obvious mental defect, eight dull and backward, and one epileptic. The proportion of dull and defective children to the total number attending school varies in different districts, and is always higher in those that are poverty-stricken than in those that are well-to-do. The number of mentally defective children must be very great. Dr. Kerr has reported that there are 5,549 in London or ·64 per cent. of school children on the roll, 884,003; and that return is not exhaustive as it does not include the children who are excused from school attendance on account of mental defect. As I have said, I am inclined to put the number of mentally defective children for whom special instruction is required, at about 6 per cent., and that would give us, at school ages from five to fourteen, nearly 68,000 to provide for.

Among the classes of the idiotic and feeble-minded already mentioned, are included epileptic, idiotic and imbecile children, certified and uncertified, and epileptic children requiring special instruction; but beyond those classes there are epileptic children, practically sane and sound-minded, for a certain proportion of whom special provision is needed, because their disease excludes them from ordinary employment, or exposes them to danger. The number of these it is difficult to compute. It has been estimated that the number of epileptic children is 1 per thousand. Dr. Warner found 110 in 100,000 children whom he examined That would give us, at school ages, 6,700. Dr. Shuttleworth has said that of the epileptic children in London examined by him, about 20 per cent. were able to undergo the ordinary school curriculum. Of these a few would be able to carve their own way through life, for some epileptics display marked ability. A larger number would be able to get along with the aid of relatives and friends, and a still larger number would break down when the age for self-support was reached, owing to the difficulty of obtaining suitable and safe employment. It is for the latter class of epileptics that epileptic colonies such as that at Chalfont, and the Maghull Home, offer such advantages. In such retreats they are sheltered from risks, and are practically apprenticed to some trade, which will enable them to contribute to their own support. It is inexpedient to send such children to special schools for the dull and backward. Their wits are quite on the alert, and they would be hurt and deteriorated by their association with dullards. Industrial training is what they require.

Mentally defective children are, of course, of various grades of deficiency. There is a hopeless ineducable group that is qualifying for the imbecile or insane asylum. There is an intermediate group, partially educable, especially on industrial lines. And there is the backward group, educable by skilled teaching very nearly, if not quite, up to the normal level. It is in the latter group that vicious and immoral tendencies, connected with morbid or degraded impulses, appetites, and instincts, more especially manifest themselves.

But besides the children recognisably suffering from mental defect in our schools, there are others, who while bright and vivacious, are on the way to feeble-mindedness, and who are peculiarly deserving of attention. I allude to neurotic children, who acquit themselves well in their classes, learn with ease, and are regarded as clever, and perhaps slightly eccentric or excitable, and go on very well until adolescence is reached, when mental development is suddenly arrested, and the transition from the boyish or girlish outlook on life to that of the mature man or woman does not take place. They remain children of a larger growth, and are simple-minded when compared with men and women of average mental calibre, or, while evolving the knowing and observing faculties to normal proportions, they remain deficient in prescience, in the family and social feelings, and in inhibitory power, and so give way to vicious indulgence. Apart from adolescent insanity, mania, melancholia, delusional states or *dementia precox*, as it is called—there sometimes occurs at puberty, in children of unstable nervous constitutions, a stasis in brain-growth, which means imbecility, more or less pronounced, marked often by some particular gift or aptitude, or by criminal propensities.

No definite opinion can be expressed as to whether the number of idiots, imbeciles, epileptics, feeble-minded, and defective persons is increasing out of proportion to the population. In the census and statistical tables of the Commissioners in Lunacy, they are not distinguished from lunatics in such a manner as to enable any judgment to be formed. The number of inmates in idiot establishments has remained practically stationary for the last ten years, but that has depended more on the accommodation they have to offer than on the need of their assistance. The number of patients, however, suffering from congenital or infantile mental deficiency admitted into asylums of all classes shows a considerable increase. It was 1,312 in 1902 as against an average of 1,115 for the previous four years. The census return relating to the insane and feeble-minded, shows an enormous increase in the number so classified under fifteen years of age, and almost all the cases included under this heading are cases of mental defect. The increase per cent. of the Insanity Rate in the intercensal period 1891–1901, was 23·58 against a decrease of 12·39 in the previous intercensal period 1881–91, but this must be mainly, if not altogether, attributed to the change in the form of census inquiry to which I have already alluded, and to the consequent diminished reluctance of parents to acknowledge mental feebleness in their children.

A consideration of the causes of mental defects might lead us to infer that they are a diminishing quantity, for they are undoubtedly of more frequent occurrence where there is a low standard of health dependent on poverty and insanitary conditions. In York it was ascertained that there were of the mentally defective 2·8 per thousand in the poorest area of the city, and only 1·3 per thousand in the more affluent area. In Dundee it was observed that cases of mental dullness and defects were twice as numerous in schools drawing their pupils from districts of the town where the home conditions are unfavourable as in districts in which the houses are well constructed and supplied with modern conveniences. It might be thought that sanitary improvements, subsoil, drainage, better housing, ventilation, water supply, etc., would have reduced the prevalence of mental defects just as they have that of tuberculosis in so notable a manner,

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but mental defects have a much more complex causation than tuberculosis, and while some of their causes have retreated, others, and perhaps more potent ones, have advanced.

We have reason to believe that 30 per cent. of the population are still living in poverty, and are ill-housed, ill-clothed and underfed, so that the insanitary conditions conducive to mental deterioration are still abundant. But mental deterioration may originate in conditions the very opposite of those referred to. The late Professor Laycock, of Edinburgh University, used to divide idiots into two classes: poverty idiots and luxury idiots; the former characterised by physical deformity, misshapen heads, coarse flattened features, heavy under jaw, and general conformation approaching cretinism, the latter by refined and delicate configuration, small heads, and great prominence of the central region of the face and retreating chins. The luxury idiots, whom he traced to indolence and self-indulgence through many generations with breeding in and in, he called also spoon-bill idiots, and used to point out that they are of the type represented in Punch as aristocratic noodles. There is less breeding in and in amongst the upper classes than there used to be, but I do not doubt that exemption for a number of generations from any participation in the struggle for existence, with high feeding and effeminacy, does tend to induce mental weakness of a special type. Amongst the aristocracy in England, 4 per cent. of all marriages are between first cousins; in London generally the proportion of such marriages is only 1½ per cent.

The causes of idiocy and mental defect are enumerated in the text books, and I need not recapitulate them or do more than make a passing comment on one or two of them, and draw attention to others, about which the text books are silent. They operate either during embryonic and intra-uterine life or before puberty.

Of all causes heredity is entitled to primary consideration. In a large number of cases, idiocy and mental defect are but the expression of a family taint. Insanity in a parent becomes idiocy in a child, eccentricity in one generation deepens into imbecility in the next. And mental defect is in itself transmissible in a high degree, and hence the social obligation to prohibit the propagation of their kind by the weak-minded. My father, when Commissioner in Lunacy in Scotland, procured and published in the Journal of Mental Science, a photograph of a group of seven congenital imbeciles, brothers and sisters, whom he found in a Scotch asylum. They were the children of parents who were cousins and were slightly weak-minded, although able to earn their living; and they had a brother not in the asylum, but imbecile also. These miserable beings must have cost the parish to which they belonged nearly £200 per annum for a long series of years. I have frequently had under my professional care or official visitation, two and three idiotic or feeble-minded brothers and sisters, and in these cases, wherever information was obtainable, I have traced hereditary predisposition. I have had under my care, at the same time, a mother and a daughter weak-minded, and a father and a son in the same condition. Mental defect, which is dependent on structural change is more transmissible than insanity, which may be due to functional derangement. A considerable proportion of the idiocy and feeble-mindedness with which we are now afflicted is traceable to weak-minded parentage. There are numbers of feeble-minded girls, wholly unfitted to become mothers, who return to the workhouse year after year to bear children, many of whom happily die, but some of whom survive to recruit our idiot establishments, or to repeat their mother's performances. In one workhouse it is reported that in three years as many as sixteen women of weak intellect were delivered of illegitimate children, and I would venture to suggest to the Commission that it would be interesting and instructive to procure from the lying-in wards of all our workhouses, a return of all the number of feeble-minded women who have been brought to bed in them during the last five years.

The Royal Lunacy Commission for Scotland whose report was published in 1857, ascertained that the number of idiotic women who had borne children and whose mental defect was frequently manifested in their offspring was no less than 126, and the return was known to be incomplete. Among the paupers in the parish of Renton was a fatuous woman with two fatuous children. In one parish in Caithness five imbecile women had become mothers. The largest number of children anywhere returned to a fatuous woman was five. The facts brought to the knowledge of the Commissioners seemed of such grave import that they then (that is forty-eight years ago) recommended that in the interests of public morality and civil policy all fatuous females should be restricted in their liberty, and be gathered together in poor-houses.

Dr. Howe in his work on the Causes of Idiotcy said there were two or three towns in the State of Massachusetts in which there were families of idiots.

Some male idiots are agamous, and without sexual desire, and many female idiots are sterile; but imbecile women seem to breed freely, and with all but the certainty of transmitting their own defect. An imbecile woman may bear a child of normal mental capacity, for in her offspring—as in that of other women—there is constant variation upwards or downwards, but the enormously preponderating tendency in her is to variation downwards, and by artificial selection it would be possible to produce an imbecile race, just as Graham Bell has shown that a race of deaf mutes might be produced, only that the imbecile race would, fortunately, rapidly die out.

As to the part actually played by the hereditary transmission of mental defect, statistics seem to show that this exists in about 5 per cent. of actual idiots and imbeciles, and of course it is to be remembered that idiots and imbeciles do not marry, but we have no evidence of the influence of heredity in connection with minor mental defects. Insanity bulks much more largely as an hereditary cause of mental defect than does mental defect itself, and is probably to be traced in about 20 per cent. of the feeble-minded. And other nervous diseases are highly instrumental in the production of mental defect, more especially, I should say, epilepsy and neuroticism, if that may be called a disease. Mental defect may be but the wreckage of the nerve storms of one generation left on the shores of the next. Neuroticism, or the neurotic constitution, with all its multiform manifestations is, it seems to me, especially dangerous. Epileptics do not marry each other, but neurotic persons constantly do, and indeed neurotics appear to be specially attracted to each other, and their union means re duplication of their morbid traits. Thus, in the family of a man of genius an idiot appears. I am acquainted with two highly neurotic persons who married, and their family is thus accounted for:—One idiot, one dipsomaniac, one son of great ability running in æsthetic grooves, one epileptic daughter, one hysterical daughter ending in a change of faith and retreat into a religious house. Nerve degeneration has, when transmitted from one generation to another, many allotropic forms, and one of the commonest of these is mental defect.

It is in the fusion and concentration of neurotic tendencies that lies the danger of consanguine marriages in relation to mental defects. I made an elaborate inquiry on this point a number of years ago for Mr. George Darwin, and the conclusion I arrived at was that the consanguinity in itself is not a source of danger, and that the slight excess in the number of cases of mental disease or defect amongst the offspring of the marriages of cousins as compared with the number in the offspring of the marriages of persons who are not relations, is accounted for by the higher degree in which cousins share the same pathological tendencies as compared with persons who are not related. There is more likelihood of a strong resemblance or parallelism in diathesis as well as in the structure and growth of the different organs in two near relations than in two strangers, and it is easy to understand how when there is any inherent weakness in one organ, a marriage with a blood relation may be hazardous to offspring. Healthy cousins of a healthy stock may marry with impunity. Neurotic cousins should studiously avoid each other.

It has been alleged that tuberculosis in parents is apt to induce mental defect in their offspring, but as the tubercle-bacillus does not pass from mother to child, or does so only on the rarest occasions, it must be by the effect of the tuberculous disease in the mother upon the general nutrition of the fœtus that any adverse influence on its nervous development is exerted. The true connection between tuberculosis and mental defect is to be found in the fact that they are both apt to fasten on a particular kind of human soil, weakly and little resistant to mortific agents. Many consumptives, and most

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idiots, are of what used to be called the scrofulous constitution. Tuberculosis is the bane of the weak-minded, just as it is of monkeys in captivity, but it is not a cause or necessary concomitant of their mental defect, but an implantation upon their debilitated bodies, fostered by their personal habits, and by the mode of life that their condition involves. But it is still much more common amongst them than it need be, and better arrangements for the separation of the diseased from the healthy than at present exist in establishments for their reception are desirable. Tubercular meningitis in infancy not ending in death, may entail idiocy.

The condition of the mother during uterogestation powerfully affects the nutrition of the fœtus and the start in life of the child, and it seems probable that serious diseases, at that period, not causing abortion, may retard cerebral development. I remember seeing in Edinburgh an idiot whose mother, during her pregnancy of it, had had an attack of Asiatic cholera; her children, born both before and after this idiot, were perfectly healthy. As to the effects of the mental and emotional states of the mother during pregnancy on the mental history of her child we have no trustworthy evidence, but the subject is well worthy of investigation. Still less do we know of the influence on that of the mental state of the father at the period of conception. Langdon Down tried to show that men during periods of strain and overwork have idiotic children, and at other times healthy children. It may be so, but the proof is insufficient, as is also the proof of the other allegations that idiots are more frequently begotten by fathers of advanced age than by those in full maturity, and are often the offspring of parents with a great age disparity.

Syphilis is, I have no doubt, a much more prolific cause of mental defect than is usually supposed. Only 2 per cent. of the cases in idiot establishments have been traced to it, but it is a cause that is very difficult to ferret out, and I am satisfied that all kinds of mental defect, from absolute idiocy to slight moral imbecility, may result from it. Increased facilities for the treatment of syphilis in large towns would be beneficial.

The effects of alcohol in the production of mental defect have, I think, on the other hand, been exaggerated. The evil effects of alcohol in so many different directions are so grievous and conspicuous that one hesitates to say anything in palliation of it, but I do not believe that anything like 38 per cent. of idiocy, as has been stated, is attributable to intemperance of ancestors. The intemperance of the parent and the idiocy of the child have often one common cause, progressive cerebral degeneration. Even where intemperance is clearly a factor in the production of idiocy, it has often been co-operating with other accessory causes. I do not believe that in the causation of more than 15 per cent. of cases of idiocy and feeble-mindedness has alcohol taken any part. It cannot be allowed to usurp the place of other causes. The allegation that a single act of drunkenness at the time of conception may result in the idiocy of the child is indicative of physiological ignorance, for the ovum and spermatazoon are not formed at that moment, but previously. I have not come across any instance of the drug habit as a cause of feeble-mindedness. I have known a confirmed opium eater to have a large, healthy, right-minded family, but the children of the morphinomaniac are, for the most part, highly-strung, excitable, erratic, but inclined to intellectual brilliancy. Of course, the morphinomaniac is morbid to start with.

One cause productive of idiocy or feeble-mindedness, operating during uterogestation and deserving of careful attention at this time, is attempts to procure abortion. Where that is instrumentally attempted without success, injury may be done to the head of the fœtus, and where drugs are used, these may disastrously interfere with its nutrition and growth. Dr. Arthur Hall of Sheffield has lately described the lamentable, even fatal, effects on the woman, of one drug—I need not name it—now largely resorted to with this object, which is easily accessible, and forms a constituent of some favourite patent pills. This drug, when it fails as an abortifacient, must have a most injurious and poisonous effect on the nervous system of the child, and may well be responsible for idiocy or mental defect. These attempts at abortion, and also the practices employed to prevent pregnancy with a view to the restriction of the family, are said by all the physicians who gave evidence before the New South Wales Commission to have a detrimental effect on the nervous system of the woman, producing hysteria, neurasthenia, and mental disturbance, and thus acting unfavourably on the health of any children who may be subsequently born.

The causes of idiocy and feeble-mindedness operating at the time of birth are pressure on the head from prolonged labour or pelvic deformity, and instrumental injury to the head. The difficulty of parturition probably increases as civilisation advances. Male children are more frequently injured during birth than those of the other sex, owing to the larger size of the cranium, and male idiots are more numerous than female ones. The heads of infants may be subjected to great pressure without interference with brain growth or intelligence if that be gradually applied. Extreme distortion of the skull was procured by the Choctaws Caribs and other American Indian tribes by the application of sand-bags to the infant's head, and the flat heads thus manufactured were the leading people in the tribe. But sudden or violent compression of the head in infancy may set up permanent mischief, and the forceps have been responsible for no little mental weakness. I have seen two unmistakable cases in which idiocy was due solely to crushing of the head by the forceps; and many mental defects short of idiocy may be thus accounted for. Sir William Sinclair, of Manchester, has recently deprecated the too free use of the forceps which he thinks now prevails, and pointed out the attending risks.

The causes of idiocy and feeble-mindedness operating after birth are numerous and complex. At every step of the child's life it is exposed to risks threatening its mental integrity. In respect of idiocy and imbecility, however, it appears that ante-natal causes must be credited with two-thirds of them, and post-natal causes with one-third only. Innate tendencies may remain latent until some particular stage of evolution has been reached, and the check to cerebral development that comes only at puberty may be of ancestral origin, and truly congenital. But the slighter forms of mental defect are probably, in much larger proportion, of post-natal origin. They depend on less profound changes in the brain, changes that may be induced by abusive functional activity. I feel certain that a large amount of mental defect is due to insufficient and improper feeding in infancy and childhood. Breast nursing has gone out of fashion and various kinds of condensed milks and proprietary foods are substituted for the natural nutriment of the infant. Many of these are deficient in fat and too rich in carbohydrate, and of low nutritive value. Immense harm is done in the infant world by the indiscriminate use of such foods. Babies fed on them may look plump, but they are pale and flabby and often suffer from rickets. They are really partially starved, and partial starvation, at a time when the brain is growing rapidly, may and often does, dwarf it more or less. Infants thus fed become peevish, lethargic, and dull, and mental defect is no doubt sometimes thus induced. But not only are infants semi-starved on foods deficient in nutritive value, but they have given to them by ignorant mothers or nurses all kinds of articles of diet which they cannot digest, or which are contaminated, and by which intestinal irritation is set up, and intestinal irritation in infants with any tendency to nervous instability brings on convulsions which again retard cerebral development, and may end in idiocy. It has been shown that the death-rate from eclampsia rises steadily with that from infantile diarrhœa. The greatest mortality from convulsions is during the first six months of life, before the teeth have cut through the gums, and convulsions formerly ascribed to teething are now known to be largely due to bad feeding causing enterocolitis. In Gower's cases of epilepsy, 1,450 in number, 180, or about 14 per cent., began in the first three years of life. Of Osler's American cases, 460 in number, as many as 40 per cent. began in the first three years, and 20 per cent. in the first year.

Infantile convulsions thus often merge into epilepsy, which again in a large proportion of cases causes mental disorder or enfeeblement, and even when they do not do so, but are arrested, they may blunt the fine edge of talent and permanently weaken the mind.

Semi-starvation in children, as well as in infants, is responsible no doubt for a considerable amount of feeble-mindedness. All through childhood the brain is expanding

and elaborating its structure and extending its activities, and requires to be well nourished, and deprivation of nourishment at this period may do it lasting damage. To impose tasks on the under-nourished brain is to add to the evil. It is to be hoped that the feeding of half-starved school-children which is now to be undertaken will in time reduce the amount of feeble-mindedness with which we have to contend.

But at any period of early life long-continued inanition may do indelible injury to the growing brain. I have grounds for believing that while our prison dietary was inadequate, mental, not less than bodily, trouble was thus occasionally induced in young prisoners.

Febrile diseases in infancy and childhood, measles, scarlatina, typhoid fever, smallpox and whooping cough, are responsible for a certain number of cases of mental defect, and so is fright, cruel usage, and educational over-pressure.

Provision for Idiots and Imbeciles.

The provision for idiots at present existing seems to me to be of the right kind, although capable of improvement in certain directions, and in need of extension:—

(1). Idiots and imbeciles of the affluent class whom it is not advisable to retain in their own homes can be accommodated in private schools or in public idiot establishments, in which their education and training are carefully attended to, in accordance with their individual requirements, and in which they are maintained in a manner proportionate to their means. Should this accommodation for this class prove unequal to the demand for it, additions will be made to the idiot establishments, or additional private schools will be opened without legislative interference. A few idiots and imbeciles of this class are boarded with medical men or others, in the country, and are favourably situated. They are under inspection.

(2) Idiots and imbeciles of small means are received at very moderate rates of board into the idiot establishments (six in number) of the population of which they form the bulk, and in which their condition, education, and training are satisfactory. The duration of their residence in these establishments is not, I believe, limited, as long as the payments are regularly made, so that they may remain in them and under proper control for life. A certain number of idiots or imbeciles of small means are received, at a charge of about a guinea a week, into county or borough asylums having a special idiot department or a department for private patients. The accommodation for this class is, I believe, sufficient, and will be automatically increased should need be.

(3) Idiots and imbeciles of the poor class, but not paupers are also provided for, to some extent, in the idiot establishments, each of which receives a number of free cases, elected by subscribers. These cases are elected for a term of five or seven years, which may be extended for a like term, or year by year, at the discretion of the Committee, but no provision is made in any of them, except one, for life cases. The exception is the Eastern Counties Asylum at Colchester, in which there are ten elected life cases. The result is that idiots, who have been educated and trained in these establishments up to a certain point are sent home almost as helpless as when they left it, and being incapable of contributing to their own support, become pauperised and find their way into the county or borough asylum or the workhouse, or if kept at home, become a nuisance in their locality, having sometimes been educated up to the mischievous level. There is always keen competition for the admission to these establishments on the free list, and the candidates are, to some extent, selected, those being chosen who are least objectionable in their habits and most educable. The limited term of residence in these establishments was fixed when they were regarded as schools, and when higher hopes of the education of the idiot were entertained than are now possible. Now that they are regarded more in the light of homes, it would be a boon if the number of life cases could be largely increased.

(4) Idiots and imbeciles of the pauper class are variously distributed. There is a large number residing with relatives or others and in receipt of relief. These have practically no education or training, except in household drudgery, and are frequently not under proper control. There is a large number in the workhouses, and they are practically without education or training. There is a large number in county and borough asylums, certified as lunatics, either in separate buildings or special wards, or scattered through the ordinary wards, such of them as are capable of profiting by it, having some education or industrial training. There are a large number in the Metropolitan district asylums, at only one of which, however, namely, Darenth, is education or training systematically carried on.

There are a few, under contract, in one or two of the idiot establishments, and these, of course, participate in the general education and training given in these establishments. It is for the pauper class of idiots and imbeciles that better provision requires to be made, and under the very large powers conferred on the Local authority by Section 241 of the Lunacy Act, 1890, there can be no obstacle to making that provision, save that of expense. By that section the local authority is empowered to provide separate asylums for idiots or patients suffering from any particular class of mental disorder.

Theoretically it would be best to have all pauper idiots and imbeciles gathered into special public asylums for the feeble-minded, classified in these, submitted to medical treatment for the improvement of their health, educated as far as their abilities allow, taught such trades and occupations as may enable them to contribute to their own support, and kept under life-long supervision. But such a scheme would be enormously costly to carry out and would not, perhaps, yield the greatest happiness to the greatest number.

Of idiots and imbeciles living with relatives and others and receiving relief, many are harmless, well cared for, and the objects of peculiar affection and solicitude. They cause no annoyance to anyone, are more happy and contented leading an individual life than they would be as units in a multitude, and are, in many instances, more profitably employed than they would be in an asylum, while their maintenance costs much less. It would be cruel and impolitic to disturb idiots and imbeciles of this character. But there are a certain number of pauper idiots and imbeciles residing with relatives or others who are neglected, subject to ill-usage, employed for begging purposes, or are not under proper control. They should be removed to the workhouse, to the special idiot department of the county or borough asylum, or to a training school, according as their condition and capabilities may indicate.

As to pauper idiots, and imbeciles in workhouses, their presence in these establishments is undesirable in every way. There is not a sufficient staff to attend to them properly, there is no attempt at education or training, their association with the other inmates is objectionable, and they interfere with the general discipline of the house. In some workhouses, no doubt, praiseworthy and successful efforts have been made to secure their comfort and well-being, but in others their state is deplorable. They should, I think, be gradually gathered into special asylums for idiots and imbeciles provided by the local authority, either separate, or in connection with the county or borough lunatic asylum. Where the lunatic asylum is small, a separate block of buildings, on the same ground and under the same administration as the asylum, would suffice, but where the lunatic asylum is large, an entirely distinct idiot asylum should be provided under an independent staff. Such idiot asylums should be of the simplest construction—no architectural or decorative adornment being permitted—and industrial training should be their main feature. Properly organised and managed, they might, I think, be conducted at a cost per head little in excess of that now incurred in the best workhouse giving suitable accommodation and treatment to their idiot inmates.

Provision for Epileptics.

The provision for epileptics in this country is, I think, inadequate, and requires extension on certain lines. Four classes of epileptics have to be considered:—(1) epileptic idiots and imbeciles; (2) insane epileptics; (3) feeble-minded epileptics; and (4) sane epileptics:—

(1) Epileptic imbeciles and idiots are included in idiots and imbeciles generally, the epilepsy being either a cause or a concomitant of the arrested brain growth. Convulsions in infancy are a common cause of idiocy, and epilepsy may supervene upon idiocy already existing, and due to other causes. There is no necessity for

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difference in the treatment of epileptic idiots and imbeciles from that of other idiots and imbeciles, except that having regard to the dangers attending their seizures they require vigilant supervision day and night. Idiot establishments and asylums are therefore best adapted to their treatment. A few affluent epileptic idiots are kept at home, or boarded with medical men and are well cared for, but all such should be under regular medical supervision, as highly dangerous impulses may at any time arise in the course of epilepsy. A large number of affluent epileptic idiots and imbeciles are in idiot establishments which do not refuse paying patients of this class, or in asylums.

Epileptic idiots and imbeciles of moderate means or of the poor or pauper class are, like other idiots and imbeciles, in idiot establishments, workhouses, or asylums. Some of the idiot establishments nominally refuse epileptic cases, but as a matter of fact there are epileptic cases in all of them. In all the larger asylums, special provision is made for epileptics, particularly with a view to their supervision by night.

(2) Insane epileptics are those in whom mental derangement has been caused by epileptic fits, which may have begun either in early or in adult life. The derangement may be of the nature of mania or melancholia or delusional insanity, but it always gravitates towards dementia, and may at any stage be marked by violence. A few insane epileptics are retained in their own homes under special precautions, or are boarded with medical men, but the great majority of insane epileptics, of all social gradations, find their way into lunatic asylums. The provision made for them is adequate.

(3) Feeble-minded epileptics are those in whom the epilepsy has in some degree retarded brain growth, but who cannot be classified as imbeciles. They are all children, for feeble-minded adult epileptics are imbeciles and must be dealt with as such, and their feeble-mindedness may be due to the direct effect of the epilepsy on the nutrition of the brain, or to the interference with education which the epilepsy entails. They are of all shades of feeble-mindedness, from slight dulness of intellect up to stupidity bordering on imbecility. A certain number of cases of apparently unaccountable failure of mental power in children previously bright, might, I believe, be traced to undetected epilepsy, either nocturnal, or of the nature of *petit mal* of which the child is unconscious or does not complain, the feeling being so strange and inexplicable, and perhaps connected with bad habits. No special provision is made for these feeble-minded epileptic children. Those of them belonging to the upper and middle classes, whose condition is recognised, receive medical treatment and suitable tuition, but I have heard of one or two being in public or preparatory schools before their real state was understood, and being subjected to punishment and forcing, greatly to the aggravation of their malady. Of those belonging to the poorer classes, some attend elementary schools, of course irregularly, without profit to themselves, and greatly to the detriment of their fellow-scholars, and some are exempted from attendance and remain idle at home. Not a few attend the special schools for feeble-minded children which have been opened not only in London, but in Birmingham, Bristol, Leicester, Nottingham, and other large towns, but beyond all this, special supervision seems to me to be necessary, and I would suggest the erection of school blocks for their reception in connection with these colonies for sane epileptics which will, it is to be hoped, be provided in various parts of the country. The feeble-minded epileptic children might be housed in cottage homes, and attend a central school in which physical education and industrial training would be given, and in which also medical supervision would be bestowed. I would keep these children apart from lunatics and free from lunatic taint, because, in a certain proportion of them, recovery or great amelioration would take place under appropriate treatment. Those of them maintained by their parents could not, of course, be removed to these schools without their parents' consent, but having regard to the great anxiety they cause at home, and to the prospect of improvement in their condition, I believe the great majority of parents would readily consent, and agree to contribute to their maintenance. The school training for these feeble minded epileptics should extend till sixteen years of age. After that, those who had recovered would return home, those who had degenerated and become imbecile would pass on to idiot establishments, and those of them who remained epileptic and in a slight degree weak-minded, but who had become industrially useful, would be drafted into the general epileptic colony. There would have to be no restriction to such a number as sixty in schools of this character, which should be under the control of the education authority.

(4) *Sane Epileptics.* It is a remarkable fact that epilepsy, which is generally so destructive of mental health, may in some cases even when of a severe type, continue for years without any appreciable mental deterioration and even with great intellectual strength and activity. A striking instance of this is given in a recently published biography, and I could point to men who have for years filled important public positions, and who, to my knowledge, were subject to epilepsy. With sane epileptics of the affluent and well-to-do classes no interference of any kind is necessary, but those of the labouring and poorer classes require assistance, because their malady often deprives them of opportunities of earning their livelihood. They will not be accepted as apprentices, and employers will not take the risk of having them in their service, and they cannot be certified as lunatics. They frequently take fits in public places, or in positions of jeopardy, and are a perpetual danger to themselves and the community. They attend as out-patients at hospitals, hang about the streets, do odd jobs, pass from one situation to another, and live from hand to mouth. It was in sympathy with their pitiable lot that charitable persons have founded the Maghull Home for Epileptics near Liverpool, the Meath Home of Comfort at Godalming, and the Chalfont Colony for Epileptics in Bucks, all of which have done excellent work. About all of these the Commissioners have no doubt full information, and I need only say that it is in an extension of the epileptic colony system, it seems to me, that further provision should be made for sane epileptics. The London County Council has provided a colony for epileptics at Epsom, and so, I believe, have the Chorlton and Manchester Guardians, but these are intended for insane or imbecile epileptics, and I question whether in the present state of the law any local authority would be entitled to provide an asylum for sane epileptics, as epilepsy is not in itself a mental disorder, although undoubtedly a large number of those who are called sane epileptics, and are received into colonies and homes, do labour under some slight degree of mental impairment or perversion.

But if powers to create industrial colonies for sane epileptics do not exist, they should be conferred on whatever public authority may be charged with making provision for the mentally enfeebled.

Of the number of sane epileptics I can form no estimate. The number of deaths returned by the Registrar-General as due to epilepsy is about 3,000, but great numbers of epileptics die of other bodily diseases which are certified as the cause of death. If the average duration of the life of an epileptic was twenty years, the number of deaths recorded by the Registrar-General would mean 60,000 epileptics living at one time, but the actual number must be greater than that. I calculate that there must be about 10,000 epileptics in asylums and workhouses, etc.

Provision for Feeble-minded and Defective Persons not Certified under the Lunacy Law.

Feeble-minded persons not certifiable under the Lunacy Law may be divided into two classes, the defectives and the delinquents, according to the predominance of mental weakness or moral infirmity, but the two classes overlap one another, for the defective is often morally weak, and the delinquent is generally mentally infirm. The defective is incapable of independent rational life; the delinquent is incorrigible under correction.

As regards the defectives, men and women are of infinitely varied shades of mental capacity, and this must always be gauged in connection with their origin, circumstances and opportunities. There is no definite standard of intelligence, but we have to draw the line somewhere, and for practical purposes I would say that a man or woman is mentally defective, who cannot stand alone, and has a disabling want of understanding, not temporary but continuous, and due to some encephalic defect of structure, nutrition or development. They are mis imbeciles, innocents or simpletons, often without visible

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bodily signs of mental impairment, but easily diagnosible by manner, conduct, and conversation. We meet them in society and private life, and there propped up, and guided, they are comparatively harmless, unless they are allowed to marry and pass on their blemish; but low down in the social scale they are sources of grave evils. The defect dates from birth or from a very early age, but does not consist in a mere fixing of the brain and mind at one particular point in evolution, for there is always not only weakness but aberration of mental function. Any attempt at education brings out the defect. The parents may have suspected it but shut their eyes to it, or put it down to obstinacy, or superior ability, which is popularly supposed to be tardy in growth, but the schoolmaster very soon discovers it. The child is slow of apprehension and acquisition, cannot fix its attention or retain what it is taught. A hundred repetitions are necessary to impress on it what an ordinary child would pick up at once, and then even, the knowledge soon slips away. It may have some one little aptitude or gift, but it is with the utmost difficulty it is taught to read or write. Sums are beyond it. It drawls, stammers or articulates badly, twitches, trembles, or has odd tricks. In everything it lags behind children of its age, and is obviously a mental cripple.

There are great numbers of these children in elementary schools. In London Dr. Kerr reports 5,549 of them, or 0·64 per cent. of the children on the roll. There is probably even a larger proportion in Poor Law Reformatory and Industrial schools.

The only provision yet made for these defective children is in special schools for defectives, which have been established in several large towns, and in the Home at Rochester House, Ealing, where improvable defectives are received, educated, and trained. Dr. Shuttleworth has stated that there are in England and Wales 50,000 children of the elementary school class who stand in need of special training and instruction. Educational efforts are wasted on such children in ordinary schools. Crowded in the lower standards they hamper and keep back the healthy children and themselves make little or no progress. If the best is to be made of them and they are to be prevented from sinking down into imbecility, special schools easily accessible must be provided for them. Such schools should be organised with smaller classes and greater elasticity, allowing close attention to individual development by hand and eye, with a very simple and specialised curriculum, with extra feeding, abundant play and learning, by doing and saying rather than by reading and writing. Transfers to these schools from the ordinary schools should be on the order of an examining medical officer, acting on reports from the teacher and school inspector.

But, besides the special day schools, one would be glad to see many Rochester House homes where systematic training might be carried out in the case of improvable defectives, and, beyond that again, custodial industrial Colonies, to which might be transferred, after the age of sixteen, either from the homes or special schools, defectives who were without homes of their own in which adequate care and supervision could be given, who had manifested vicious propensities, or who were peculiarly weak and facile; to be detained there, under conditions of happiness and usefulness for the rest of their lives or until a private home affording safe custody could be guaranteed.

It is these mental defectives who are constantly recruiting our armies of loafers, tramps, paupers, drunkards, prostitutes, criminals, and who keep up the miserable breed. They are highly dangerous and destructive. I have known of four atrocious murders committed by lads, who were slightly mentally defective, all of the upper ranks, acting under suggestion, imitation and animal instincts, and I have no doubt Broadmoor could give a long list of such cases, to say nothing of the cases that have ended on the scaffold. Captain Godfrey Armitage, when Governor of the West Riding House of Correction, told me—and he was confirmed by the medical officer—that one-third of the prisoners who passed under his observation there were in some way mentally defective.

I regard it as of the greatest importance that women of clearly defective intellect should be confined to these industrial colonies till forty-five years of age at any rate.

Boys and girls for whom segregation in industrial colonies was desirable would be selected by the school medical officer, acting on written reports from the school teachers, and brought before the County Court Judge or a specially appointed magistrate at the Children's Court. The County Court Judge or specially appointed Magistrate, having personally satisfied himself of the existence of the mental defect, would appoint a public official guardian of the child with full parental powers until superseded, and the order of this official guardian would be the authority for detention in the home or colony. This would be necessary, for these feeble-minded children, not being the subjects of such a degree of unsoundness as would render them certifiable in the present state of the law, could not otherwise be detained against their will, even although they were not of sufficient mental calibre to take proper care of themselves.

Delinquents would, I think, be reduced in number in time by the treatment of defectives in the manner I have indicated. I confess I do not see how control is to be obtained over so-called moral imbeciles, however vicious or detrimental they may be until they have committed some breach of the law. Profligacy may be due to vice or disease, but by itself it cannot be made a ground for incarceration in an asylum, and even when some breach of the law had been committed there might be an outcry against interference with the liberty even of a bad and debased subject. Only in very marked cases—where the crime was of a unique character—the repeated stealing, for instance, of one article or class of articles or unnatural perversion of instinct—would any judicial authority give control. In feeble-minded delinquents of the affluent class there would always be a disposition on the part of the public to believe that weak-mindedness was being pleaded to avoid penal consequences; and in poor class delinquents there would be no fine analysis of their mental condition.

The important point seems to me to be that moral delinquency in children should be recognised as morbid in a large number of cases, and should be treated not by punishment, but by attention to health. Many nervous children in good circumstances, at certain epochs of development, suddenly take to motiveless and systematic lying or stealing. Wisely treated they soon get over it, and return to the paths of moral rectitude. Were they of the poorer class, and sent to prison or reformatory, they would probably be converted into confirmed criminals.

Perhaps after a large number of convictions showing hopeless incorrigibility, a man or woman might be sentenced to be detained for life, or for an indeterminable period, not in a prison, but in an industrial home. Even against this, however, public sentiment would not improbably revolt on the occurrence of some piteous case.

I look with some hope to the changes in prison discipline that are being introduced at Borstal, which seem to me much more likely to be reformatory and curative than the old methods.

Administration.

The co-ordination and control of all institutions and agencies dealing with idiots, imbeciles, epileptics, and feeble-minded and defective persons, should, I think, be entrusted to a Government Department. The Board of Commissioners in Lunacy is, by its knowledge and experience, well fitted for the work, which under its guidance would prosper, but it is over-weighted already, and it is perhaps desirable that the Department charged with the work referred to should not be in any way associated with the so-called stigma of lunacy. A new Department of Commissioners in Special Education might therefore be called into existence, and such a Department should of course include a medical element.

The Protection of the Property of the Feeble-Minded.

For the protection of the property of idiots and persons of defective intellect, the law already provides. If found lunatic by inquisition, they are dealt with in all respects as are other lunatics, a Committee of the person and a Committee of the estate being appointed, and periodical inspection by the Visitors being carried out, at first four times a year, and afterwards, if everything is found to work smoothly, twice a year. There are at present a considerable number of idiots, imbeciles, and weak-minded persons who have been thus dealt with, and who are lunatic wards of the Court of Chancery in lunatic asylums, in idiot schools, boarded with private families, or in their own homes. Where the means are large, so that the expense of an inquisition is no objection, this is in my

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opinion, undoubtedly the best mode of procedure in the case of idiots and weak-minded persons who have attained the age of twenty-one years. It safe-guards their interests and affords them that protection of which they are often in more need than many lunatics, for they are generally incapable of resenting ill-treatment or making complaints. As long as the parents or near relations of idiots and weak-minded persons live, they are generally the objects of affectionate solicitude and care, but when they survive their parents and near relations they are very apt to be neglected. They are, in many instances, troublesome, mischievous, or repulsive in their habits, and it is highly desirable that a check should be kept on their immediate custodians, and that check cannot, it seems to me, be adequate without an inquisition or an equivalent protection. There is, however, often an objection on the part of the relations of idiots and weak-minded persons to have them pronounced lunatics, but that could be obviated by empowering the judge in lunacy, on application, by order, to direct an inquisition whether a person is *by reason of mental defect* incapable of managing himself and his affairs. In such cases the offensive words "lunacy" and "lunatic" would not appear. The inquisition would of course be an effectual barrier to the marriage of persons labouring under mental defect, and would effectually prevent their being taken advantage of.

Where the property of the idiot or mentally defective person was small, so that costs should be avoided, or where for any reason it was deemed inexpedient to hold an inquisition, then the case might be dealt with under sub-section (*d*) of Section 116 of the Lunacy Act, 1890, which would make applicable the powers and provisions of the Act relating to management and administration. Thesub-section, as it stands, might be held to cover cases of idiocy and mental defect—under the words "mental infirmity arising from disease," and it has been so held—but it would be more explicit if it read as follows: "Every person not so detained (that is to say not lawfully detained as a lunatic), and not found a lunatic by inquisition, with regard to whom it is proved to the satisfaction of the judge that such person is, through mental defect congenital or arising in early life or through mental infirmity arising from disease or age, incapable of managing his affairs." In such cases, a receiver having all the powers of a Committee of the estate would be appointed, and that arrangement would be very suitable in the case of idiots and weak-minded persons living under the guardianship of parents or near relations, but the master should have power wherever such guardianship terminated to complete the inquisition and appoint a committee of the person

Over idiots and persons of defective intellect who have no property, some legal control is necessary in many cases for their own protection and for that of the public. So long as they are wholly maintained by their parents or relations, and are living at home and properly treated, no interference would be justifiable, but wherever relief was sought on their behalf, or wherever it appeared that they were subjected to privation or harsh treatment, or were not under proper control, then I would suggest that the County Court Judge should, on the application of the board of guardians or parish council, having satisfied himself of the existence of idiocy or mental defect, appoint a guardian who should have all the powers of the Committee of the person. The guardian thus appointed would have the custody of the idiot or mentally defective person, would decide his or her place of abode and education or industrial training, and recover from the parents such contributions to maintenance as they might be capable of making. The guardian should, I think, be an official person, acting for a large area, and appointed by the town or county council. He or she—for in the case of female idiots and defective persons it would be advisable to have a female guardian—would stand in *loco parentis*, would visit his or her wards regularly, and report to the board of guardians. They should be responsible for the safety and good conduct of their wards, arrange for the employment of such of them as might be safely hired out for employment, and supervise those in schools, homes, and colonies.

ANSWERS BY SIR JAMES CRICHTON-BROWNE, M.D., LL.D., F.R.S., ETC., TO QUESTIONS SUGGESTED BY DR. DONKIN TO BE PUT TO ALL EXPERTS IN LUNACY AND TO THE LUNACY COMMISSIONERS.

Q. (1.) Are there not persons, certified, by one, or more, qualified medical practitioners as "lunatics," *or* "idiots," *or* "persons of unsound mind," (and are, therefore, certified lunatics) in whose cases the necessary judicial authority for their confinement is withheld or refused and who, by consequence, do not appear in any returns?

A. (1.) Yes, there are persons now at liberty, in the case of whom the judicial authority before whom they were brought on petition, accompanied by two medical certificates, has refused to act. The judicial authority is required to act judicially, has to consider the evidence of lunacy placed before him, and satisfy himself that an order may properly be made, and as insanity is sometimes transitory or interrupted by lucid intervals, and is sometimes also capable of concealment for a time, there must always be cases in which the magistrate or County Court Judge who personally examines the alleged lunatic may fail to find any indications of existing mental unsoundness. There are cases of insanity, and these not the least dangerous, in which the medical man has to exercise special skill and tact to elicit the delusions, and it may well be that a magistrate should fail where an expert has only just succeeded. A medical man obtains clues from physical signs which a layman is incapable of observing. I recollect being asked to examine a man awaiting trial in prison for a robbery on the Great Northern Railway. He had robbed a fellow passenger of his watch and jumped from the train while in motion, and when picked up on the line was found to have in his possession, not only the watch, but a mask and a poignard. I noticed in the man the physical signs and some obscure mental symptoms of general paralysis of the insane, and I well remember that when I gave evidence at his trial that the self-possessed, robust-looking man standing in the dock laboured under fatal disease of the brain and was not responsible for his actions, the Recorder and the jury and the prisoner himself were all very much amused. The prison surgeon said it was all nonsense, and so the man was convicted and sentenced to two years' imprisonment. I suppose he made himself troublesome in prison, for he was soon pardoned and given into the care of his friends, who were in a good position. The day after his arrival at home in London he escaped, and that night he was again taken into custody while attempting to rob a fellow-passenger of his watch at exactly the same point on the line where the former robbery was committed, and again in possession of a mask and poignard. This time he was sent to a lunatic asylum, where he died of general paralysis about a year afterwards. I mention the case as one in which at the date of the trial no judicial authority could by personal examination have satisfied himself of the existence of mental unsoundness, and in which I myself could not have diagnosed insanity from the mental symptoms alone but trusted to physical signs. It is to be borne in mind also that the medical certificates placed before the magistrate, and on which he may, at his discretion, act forthwith, without personal examination, are not always very conclusive. In former times, the medical certificates used often to be extremely loose and unsatisfactory. When at the head of a large county asylum, I have had to send back hundreds of certificates for amendment, in cases in which, although the insanity was of the most patent description, the certifying medical man had failed to put any proof of it in words. Certificates of the most extraordinary character were sometimes received. For instance, as reported by the late Dr. Skae under facts indicating insanity observed by myself, the crucial point in the certificate, one ran, "Reads the Bible"; another "Calls me a fool"; and a third "was breaking stones with one eye." Immense and steady improvement in certification has taken place since the time I am speaking of, some forty years ago. The education of medical men has been improved and all medical men are now obliged to pass through a course of instruction in Medical Psychology and Mental Diseases. Certificates are, I believe, filled up with intelligence and under a due sense of responsibility, but still the Commissioners have no doubt to exercise a close scrutiny, and I can understand that certificates are occasionally presented to the judicial authority so vague or ambiguous that it would be scarcely prudent to act on them. In such cases the judicial authority may decline to make an order, or may make such further inquiries as he may think fit, or may visit the alleged lunatic before making up his mind. I have seen in an asylum patients in whose cases, after medical certification, the judicial authority had, in the first in-

stance, declined to grant an order, but at a later period, after the insanity had doubtless become more pronounced, had done so. I have no means of estimating the number of persons at liberty for whom the necessary order by the judicial authority, after they had been certified as lunatics, had not been made, but I think it is not large. There may be a crochetty judicial authority here and there, but magistrates and County Court Judges, as a rule, I believe, exercise their powers under the Lunacy Law with insight and judgment and with all due deference to medical opinion. The specially appointed magistrate in populous districts, after a time acquires a certain skill in weighing certificates and in recognising ostensible insanity. I do not believe that in the case of idiots who have been medically certified as such, the order of the judicial authority is ever likely to be withheld Their defect is so obvious that who runs may read. Neither do I believe that in the case of well-marked imbecility any difficulty is likely to arise. Imbeciles are for the most part eager to expose their infirmities. But in cases of slight imbecility—where the mental weakness comes out more in conduct than in conversation—there might be a conflict between the medical man and the judicial authority. It is these demi-semi-imbeciles who present so many difficult problems. There are lots of them about.

Q. (2.) Are there not numbers of persons of unsound mind, and well-known to be in many respects socially dangerous, who *in practice* are rarely certified; are generally regarded as uncertifiable; and would probably, if sent to an asylum, be soon pronounced to be sane, or unfit for further detention, and thus discharged?

A. (2.) There are no doubt persons—again I have no means of estimating their number—who are of unsound mind and in some respects socially dangerous—who remain uncertified and are generally regarded as uncertifiable, and who if certified and sent to an asylum, would be discharged as not insane or unfit for further detention. One meets them in society, hears of them as eccentrics or cranks, and I have known cases in which such persons having, after some criminal act or foolish escapade been certified and placed in an asylum, have very soon been discharged therefrom and allowed to return to their former mode of life, with an *aegis* of protection thrown over them, should they again lapse into crime, by the fact that they have been in a lunatic asylum.

Q. (3.) If this be the case, what, in your opinion, are the reasons why such persons of unsound mind are not certified with a view to placing them under care and control for the protection of themselves and others?

(A. (3.) The main reason why the persons referred to in the previous question are not certified and placed under control for their own protection and that of others is that sanity and insanity shade into each other by very fine gradations, and that it is impossible to say where, in a legal sense, the exact frontier line is to be drawn. Medical men and lawyers will never, I think, entirely agree as to the position of that frontier line. There will always be a disputed territory or borderland, enclosed on the one side by the medical men's conception of mental disease, and on the other by the lawyer's conception of moral responsibility. It is in that disputed territory or borderland that these uncertified persons of unsound mind dwell. A certain number of persons of unsound mind—even in a legal sense, and certifiable—who are potentially dangerous, remain at large, because they have no relations who are at all concerned about them, or have relations with expectations who think it prudent to stand aloof. They are for the most part solitary and have no friends, and so long as they do not do anything very outrageous their neighbours and the police refrain from interfering with them. When they do commit some offence, their reputation as eccentrics leads to its correct interpretation, and they are, directly or through the prison, sent to the asylum, where there is no difficulty about their permanent detention, as they are almost invariably chronic lunatics, labouring under delusions of a pronounced type. But a much larger number of persons, of unsound mind and potentially dangerous, remain at large because their mental unsoundness is not of the degree that is regarded as justifying certification. Insanity often comes on insidiously, and in its incipient stages—when it is really most dangerous—it consists in trivial deviations from the normal mental condition, which, set down in a medical certificate, could not be accepted as adequate evidence of insanity. We frequently read, in the reports of coroner's inquests in cases of suicide, that the man or woman had been depressed in spirits and changed in manner for some time, and in some cases it appears that he or she had been seen by doctors who had refused to certify. In some cases of murder a similar state of things is brought to light. Under such circumstances, the suicidal or homicidal act, reflecting light on what had gone before, reveals that the depression of spirits and change of manner were the initial symptoms of a morbid process involving mental unsoundness with dangerous tendencies, but it would be very hazardous to assume that depression of spirits and change of manner are always of this character. Why, our asylums doubled in size would not contain the patients consigned to them if all persons thus affected were to be certified and shut up. Mild transient forms of what may be technically called simple melancholia—marked by depression of spirits and change of manner—are exceedingly common in these days, and if we were to immure in asylums all who suffer from them, then a number of our men of great ability and genius would be labelled lunatics. The dangers that attend incipient insanity in the uncertifiable stage are part of the risks—the inevitable risks—of our modern civilisation, and are analogous to those that attend contagious diseases at their outset. In the absence of an epidemic, it is often no easy matter to diagnose a case of small-pox or scarlet-fever for the first day or two, and a person stricken with it may go about to the public peril. Of course in the case of a contagious disease, in which all doubt, one way or the other, must be removed in a day or two, it is comparatively easy to take precautions, but in simple melancholia, weeks or even months may elapse before it is possible for even the expert to say whether the cloud is going to lift or gather and settle down into a thunder storm. Unless it be indubitable that the disorder is deepening towards general disturbance it would be cruel, and indeed, intolerable, to certify in such cases. The proper precaution is to establish, in our large towns, hospitals for mental and nervous diseases, staffed and organised like our general hospitals, with out-patient departments, to which sufferers from slight mental ailments may resort without feeling that any stigma attaches to them, and with wards and homes of rest in which without certification, curative treatment may be carried out under the most favourable conditions. In Glasgow an experiment in providing wards for the hospital treatment of cases of insanity in its earlier stages has been carried on during the last four years with manifest success, and attached to each of the twenty universities in Germany there is a psychiatric clinic with special wards devoted to cases of mental disease, treated in them without certification, but certified and sent on to an asylum should that be found necessary. I am surprised that England has been so long in adopting the recommendations on this subject which were clearly placed before her some fifteen years ago.

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But apart from incipient insanity, there are in this country a number of persons of unsound mind—in some respects socially dangerous—who are not certified simply because they are not readily certifiable, and who if by chance certified and placed in an asylum are soon let out again. These are persons with warped minds—often with an hereditary predisposition to insanity or with relations actually insane—who are peculiar in their habits of thought, and through whose reasoning, although it sounds all-right, there runs a thread of irrationality; who harbour delusions often connected with personal persecutions, which however they have the power of concealing; whose habits are odd, and who if left to themselves tend towards gradual deterioration. These persons are often wary in their intercourse with medical men, and avoid compromising themselves or affording tangible proofs of insanity. They soon get to know what are regarded as delusions or symptoms of insanity, and while their conduct shows that they are still subject to them, they fence with any allusions to them in conversation or even repudiate them altogether. They are often highly litigious, and so medical men, while convinced in their own minds that they are mad, decline to take the responsibility of certifying them, because they cannot give specific grounds for their conviction that would bear legal analysis, And so these persons remain at liberty, a nuisance to themselves, to their families and sometimes to the Courts of Law. If, during some acute exacerbation, or after some public exposé, they are certified and placed in an asylum,

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they very soon pull themselves together and become a thorn in the flesh of the Medical Officers. The regular healthy life in the asylum and the mild discipline help to steady them, and, bending all their faculties to getting out, they recover some degree of self control. They pester the public Officials, Commissioners, Magistrates, Judges, Secretaries of State, they employ solicitors, and they worry the Medical Officers beyond endurance, so that at last, although that they are still of unsound mind, they recommend their discharge, because there are for the time no unequivocal signs of persistent mental unsoundness. There is still at large another class of persons of unsound mind, socially dangerous in some respects, but either uncertifiable or very difficult to certify and that is the victims of chronic alcoholism. These include dipsomaniacs, with periodical attacks of the drink craving, really as uncontrollable by will-power as an epileptic fit; alcoholic dements with general weakening of the mental powers, and almost invariably with vicious propensities, and alcoholic monomaniacs with delusions of suspicion, the dregs of repeated attacks of delirium tremens, which are very likely to lead to homicidal attacks. All these are of unsound mind, but the dipsomaniac, between his bouts, is quite rational, and difficult to distinguish from the habitual drunkard, and the alcoholic dement, while fallen below his standard of intelligence before giving way to drink, is still generally above such a level of imbecility as warrants certification, and is, when he commits offences, treated as a criminal. The alcoholic monomaniac has delusions which would warrant certification, but he is often sullen and reserved, and keeps them to himself until they betray him into some criminal act. Such mental disorder as he may manifest is set down to the immediate toxic action of alcohol and not to disease of the brain which long continued alcoholic poisoning has induced.

Q. (4.) Are you of opinion that the present legal means of certifying persons of unsound mind in order to control them could be extended to the classes above-mentioned, without alteration of the present law or form of certificate, provided that suitable places for their reception were provided?

A. (4.) I do not think that the present legal means of certifying persons of unsound mind in order to control them could be extended to the classes above-mentioned without danger to the liberty of the subject, nor am I in favour of multiplying public institutions by creating suitable places for the reception of persons who are of unsound mind but not quite unsound enough. The present law, reasonably interpreted and applied, meets I think the public needs, and to stretch or amend it so as to enclose the classes referred to would I think, land us in frequent difficulties and create prejudice against lunacy administration. Do what we may, there will always remain outside the circle of recognised insanity, a zone occupied by people of unstable mental and nervous constitution, prone to explode on slight cause, but we cannot deprive people of their liberty on the mere peradventure that they may be socially dangerous. If they have shown themselves to be socially dangerous, they can be dealt with The views of both medical men and magistrates as to what constitutes certifiable insanity have been enlarged. It is to be hoped that persons suffering from mental disease will, as time goes on, more and more voluntarily avail themselves of asylum treatment, and that hospitals for recent and acute cases will be established. As regards dipsomaniacs, I do not take the despairing view of their prospects often entertained. I have known them recover completely under private care, and judicious guidance, but I have little faith in inebriate retreats. For pauper or very poor dipsomaniacs they are necessary, give time for a rally, and are at any rate a great temporary relief to friends and relations, but for the well to do and affluent classes I have small faith in them, and believe that they often do more harm than good, and contribute to demoralization. If a dipsomaniac is to be deprived of his liberty other measures having failed, it would be far better to send him to an asylum than to an inebriate retreat. The stigma which an asylum leaves behind is not worse than that left by an inebriate retreat. The control it can exert is much more efficient than that of any retreat and its resources for treatment are much greater.

5984. (*Dr. Donkin.*) I should like to ask a few questions, first, on the answers which you have kindly given to the questions which were printed under my name. What I had in mind in asking these questions was more particularly the class of cases of marked weakness of mind which are now not certified, and are pronounced to be, as a rule, uncertifiable. I will take the second question, and ask you with regard to that as referring to that class of people. I ask in the second question: "Are there not numbers of persons of unsound mind, and well known to be in many respects socially dangerous, who *in practice*, are rarely certified?" I use the words "unsound mind," considering them broadly, as being of larger scope and content than either "idiot" or "lunatic." I had in my mind specially those classes of people of whom we have many examples in the prisons?—I read your question in a rather more comprehensive sense. In the first question you speak of lunatics or idiots or persons of unsound mind. So I answered it on that basis. There is a larger number of lunatics certified and still at large than there are idiots. I do not think there are many idiots who have been certified and are still at large.

5985. The answer that you have given is most interesting. I should like your opinion, knowing the large experience you have had, as to whether there are not probably numbers of persons who are not idiots or lunatics, or, at least, who are habitually not regarded as either idiots or lunatics, but persons of unsound mind in the sense that I have just laid down—persons of weak mind who are socially dangerous?—There are, undoubtedly, numbers. Taking the affluent classes first, there are numbers of weak-minded lads; perhaps they have gone through some school, and have been found backward and sent down. Then they develop further weak-mindedness. There are a number of such weak-minded beings more or less deleterious if not dangerous, going about not certified. These are dealt with by their relations. They are often boarded out with medical men, or with others in the country, or live in their own homes, or are allowed to take their own way and knock about towns and become a prey to sharks and pimps. They are often socially dangerous. I have known murders perpetrated by lads of that character, who were not thought to be certifiable, but allowed to go about uncertified although obviously weak-minded. There are, no doubt, moving about also in freedom numbers of those who are facile, prodigal, profuse, frivolous plungers, wasting their means. I do not see what more you can do with these vicious nincompoops of the affluent classes. Then amongst the poorer classes there are no doubt great numbers of moral incapables who are not certified, and who are moving about, and are socially dangerous. I think here the great object is to intercept these as far as possible. I should put in intercepting drains to draw off from the main stream of social life all these poor creatures, before they grow up. You have initiated that system to some extent in the special schools. The weak-minded children from the ordinary elementary schools are sent to these special schools, are kept under observation, and their characteristics are estimated. I would suggest that when the time comes for their leaving these schools they should not be allowed to go back to their own homes, but that houses of observation should be established, such as Rochester House, where they can be detained for a time under observation. If while passing through these Homes the medical opinion should be formed that they are of defective intellect, and likely to become socially dangerous, and that medical opinion should be certified, then I should keep them under permanent care, as moral imbeciles with criminal or vicious propensities.

5986. There is a large class I am familiar with at present in Parkhurst Convict Prison, where the weak-minded are congregated. There are about as many, or rather more, than those who are certified insane, who are classed as weak-minded, but are regarded by the prison doctors, and by most other experts as not certifiably insane, and if they were sent to an asylum, be it Broadmoor or be it a local asylum, would be very soon sent out as not coming up to the legal requirements of insanity. I wanted to know what your opinion would be as to any means of dealing with them, either under the present lunacy law, or under a new certificate?—Under the present lunacy law I should say there is no power to deal with them; if they are not certified you can have no legal control over them.

5987. They are not certified. Do you think in the present lunacy law the words, "Of unsound mind"

are wide enough to be applied more generously than they are now?—It is exceedingly difficult to say where the line should be drawn, but in the case of habitual criminals I should be inclined to give a liberal interpretation to the description of "unsound mind."

5988. I am taking cases of men who would come back to prison; on whom prison punishment is ineffectual, and who are entirely incorrigible?—I think there is much less difficulty where there has been any criminal offence. I see an enormous difficulty in dealing with those at liberty who have not committed any offence, but if they have committed an offence, and been sent to prison, and if the medical officer, having had them under observation, is satisfied that they are of weak mind, and likely to be incorrigible, then I think they might very properly be placed in a Criminal Observation Home, and kept there after the expiry of their sentence until a definite opinion can be formed as to their characteristics, and if necessary detained for life to prevent them propagating their species, which they do to a large extent, and from being a constant and recurring trouble to the community. When I was the head of a large county asylum I used to receive these creatures from the prison. I think at that time the prisons helped to manufacture them; the prison discipline was most injurious to these weak-minded and feeble creatures, and the diet was much too low. We used to receive them at the expiration of their sentence from the prison; they were sent on to the county asylum. There were certain cases that were ameliorable; under good diet and suitable treatment, they improved to a certain point and were discharged; others were litigious and obtained their discharge, although doubts existed as to their soundness of mind; but there were some who remained contentedly and patiently for life.

5989. You suggest a House of Observation after the sentence has expired?—Yes.

5990. A house of medical observation?—A house of medical observation, and I should make that a temporary place of detention for those who are declared to be of weak mind. The form of certificate might be different for the weak-minded, from the ordinary lunatic. But if two medical men could certify that this person was of defective intellect, or of weak mind or a moral imbecile, and was likely to prove incorrigible, then I would send them on to an industrial colony where they could be made happy and comfortably occupied and made to contribute to their own maintenance. Also, regarding the imbeciles of the upper and affluent class, a difficulty would be removed if the law were altered to this extent, that in the case of inquisition in cases of alleged defective intellect there should be no jury, and that the judge in lunacy alone should decide the case. The friends of these weak-minded people have in their recollection the Wyndham case, which cost, I suppose, £10,000 or £20,000; and they shrink from the cost and public exposure that a trial by jury necessarily entails. As it is, under the existing law in the case of an alleged lunatic the judge has power to refuse a jury; he has power, if the alleged lunatic demands a jury, to refuse, but I would make it a matter of routine in the cases of mental defect, that there should be no jury. In the case of an obvious idiot or imbecile a jury is superfluous; in the case of a weak-minded person a master or judge is much more likely to arrive at a sound decision than is a jury swayed by the appeals of counsel. I should put it entirely in the hands of the judge. Then, I think, the relations of such weak-minded persons would avail themselves more largely than they do of the protection which the Court affords in such cases. It affords great protection; a committee of the person is appointed with complete parental control over the lunatic, and a committee of the estate to manage his property. He cannot marry. He is protected in every possible way, if he is brought by inquisition under the control of the Court. I have also suggested in this memorandum that the form of Order for Inquisition might be altered, the words "mental defect" being added to the word "lunatic." Many patients' friends shrink from the words "lunatic" and "lunacy." If an Inquisition could be held for, say, "mental defect" then, I think, more would more readily avail themselves of it.

5991. With regard to the weak-minded who are charged with criminal offences, would you think that when they were first charged, if two medical men who had observed them were prepared to certify that they were such as you just specified, it would be desirable to have some form of certifying them, as such, before they are convicted?—You could not at that stage certify them; you have then no cognisance of their mental defect.

5992. When they are charged with a criminal offence, if there were medical evidence to show they are weak-minded to such a degree, could there not be some form by which they might be put at once under medical care?—Most undoubtedly, but in many cases of the class you are referring to there is no suspicion of weak-mindedness until they get into prison. They commit some trifling offence, and it is not set up in defence that they are weak-minded.

5993. There are large numbers in the local prisons who are reported by the medical officers over and over again to the Courts, and they are sent back to the prison on a fresh offence and when enquiry is made the answer is, "What are we to do with them? We know they are weak-minded, and we know they will commit criminal offences directly they are released, but there is nowhere to send them"?—That would be obviated if under the circumcumstances contemplated the medical officers had power to make a report: "This prisoner is weak-minded and probably incorrigible." Then he would be sent on to the house of observation of which I spoke.

5994. Such reports are made now.—I do not see how they are to be recognised until they get into prison, unless someone reports to the judge or magistrate, as the case may be, that they are feeble-minded. I do not see how you are to deal with them. I remember Captain Godfrey Armitage, of the West Riding House of Correction, told me his impression was that one-third of the prisoners passing through his prison were weak-minded.

5995. Do you think a modification of the verdict, "Guilty, but insane," would be practicable, such as, "Guilty, but of such a degree of weak mind as to render the man practically irresponsible"?—That is practically the verdict now—"Guilty, but insane"—of unsound mind at the time of committing the act, and weak-mindedness involving irresponsibility is equivalent to insanity.

5996. But that does not apply to people of congenital feeble-mindedness?—No, not unless the feeble-mindedness amounts to marked imbecility and then only in serious cases. In trivial cases there is no close scrutiny into mental condition.

5997. What would be your view?—This, that if a prisoner is charged with some offence or crime, where evidence of a satisfactory character is adduced that he is weak-minded, then I should acquit him on that ground —"Guilty, but of weak mind—a verdict that would involve detention during His Majesty's pleasure but not necessarily in a criminal asylum.

5998. So as to be treated in a similar manner to that in which lunatics are now treated when confined "during His Majesty's pleasure"?—I should treat them in industrial colonies. I should send them to an industrial colony where they would do work, and contribute to their own support as much as possible—exceedingly simple but nothing penal about it—nothing in the way of punishment, but something exceedingly simple, homely and economical. I believe that they might very nearly be made to maintain themselves.

5999. You think that would be desirable and practicable?—Undoubtedly.

6000. It might satisfactorily deal with a certain number of these weak-minded people who are not known until they commit crime?—Yes and would be a protection to the public. These weak-minded prisoners are constantly going in and out; when they are out there is no control over them; they are mischievous and predatory and propagate their species thus doing irreparable evil.

6001. I may take it that your answer to my fourth question was limited to cases of insanity; not imbecility, but insanity developed in later life: To the question, "Are you of opinion that the present legal means of certifying persons of unsound mind in order to control them could be extended to the classes above mentioned?" —you have said "No"?—I think I qualified that a little. I said if they have shown themselves socially dangerous,

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they can be dealt with. These persons of unsound mind who have been convicted of crime, I should say are socially dangerous. I was referring here chiefly to lunatics, and not to idiots.

6002. When you say "the above mentioned persons" you refer to lunatics mainly, not to imbeciles?—Yes. As I said before, my great hope is that you will be able to prevent the manufacture of these creatures, and reduce the number of weak-minded criminals and the trouble in dealing with them.

6003. (*Dr. Dunlop.*) You are familiar with the terms of reference to this Commission?—Yes.

6004. You know we are dealing with three classes of persons of unsound mind?—Yes.

6005. First, idiots; secondly, epileptics; and, thirdly a very comprehensive group including uncertified imbeciles, uncertified defectives and persons of weak mind who are uncertified?—Yes.

6006. These last three terms I would like your opinion on. Are they synonymous terms—feeble-minded, defective, and uncertified imbeciles?—I should regard "defective mind" as comprehensive and as including the whole; the imbecile and the idiot are of defective mind, and so are the feeble-minded. I take "defective" as embracing the whole. "Feeble-minded" has now come to have a special significance. I have defined "feeble-mindedness" thus: "A feeble-minded person is one who by reason of arrested development or disease of the brain dating from birth or from some age short of maturity has his observing and reasoning faculties partially weakened, so that he is slow or unsteady in his mental operations, and falls short of ordinary standards of prudence, independence and self-control." It is a very difficult thing to define especially as we have not got a definition of what the normal is.

6007. (*Mr. Greene.*) Is that your own definition?—That is my definition. I made certain definitions of the different classes of mental defectives, which perhaps you will permit me to read. I define an idiot as "A person who by reason of arrested development or disease of the brain dating from birth or from early life is deprived of the use of his observing and reasoning faculties to such an extent as to incapacitate him for any manifestation of intelligence greater than that of an infant or young child, and who by bodily deformity or locomotor disorder signalises his mental weakness." I have never seen an idiot who did not have some bodily deformity, or some strange automatic movement characterising him. An imbecile I define as "a person who by reason of arrested development or disease of the brain dating from birth or early years has the use of his observing and reasoning faculties so restricted as to incapacitate him for education in the ordinary sense or for taking care of himself in the common affairs of life, and who in his appearance and manner generally evinces his mental shortcomings." You know the simpleton when you see him; there is something about him that reveals his infirmity. My definition of a feeble-minded person I have already read. Then, "the moral imbecile is a person who by reason of arrested development or disease of the brain dating from birth or early years displays at an early age vicious or criminal propensities which are of an incorrigible or unusual nature, and are generally associated with some slight limitation of intellect." Then as to the morally insane people. "A morally insane person is one who by reason of disease or disorder of the brain has undergone a change of character manifested in a course of vicious or criminal conduct without obvious impairment of intellect." "The dipsomaniac is a morally insane person in whom the change of character is manifested in the drink craving and in loss of control over it."

6008. (*Dr. Dunlop.*) Those are your own definitions?—Yes.

6009. They have been made after very much thought and experience. Are you familiar with Dr. Mercier's definitions. I have seen them in his text book published some years ago?—Yes; they are excellent in their way and they have been practically adopted by the Royal College of Physicians.

6010. Are they faulty in some way?—I think they are very valuable. They have one advantage over mine, they are briefer, but I think there are flaws in them capable of amendment. For instance, he says: "Idiot" means a person so deeply defective in mind from birth or from an early age, that he is unable to guard himself from common physical dangers." That is too comprehensive. There are idiots who can do that to a large extent. The naturals are idiots; they are wandering about in the Scotch villages, but they know how to take care of themselves under ordinary circumstances.

6011. Is not that very ambiguous?—Yes.

6012. "Children," is too ambiguous a term for logical definition?—Yes.

6013. It does not state the age at all?—It is difficult to define by comparison with something else but you can scarcely avoid that in defining an idiot. In "imbecile" the only thing I object to is "who is incapable by reason of mental defect existing from birth or from an early age of earning his own living."

6014. A five year old child who does not earn his own living is an imbecile, according to that?—Yes, but defect means more than merely childishness due to incomplete evolution. There are imbeciles who earn their own living. I should question this: "'Moral imbecile' means a person who displays from an early age, and in spite of careful upbringing"—there are many of these moral imbeciles who have not had careful upbringing and have been reared under the worst conditions. With those qualifications I think Dr. Mercier's definitions are sound. There is one great credit due to him as he was the pioneer in this matter; years ago he issued definitions of this kind, and they are very valuable.

6015. Is there any practical gain or utility to be got from separating these classes to such a nicety. Can we in practice draw a hard and fast line between "imbecile" and "congenitally feeble-minded person"?—It is sometimes very difficult to do so. The imbecile is of a much more severe type of feeblemindedness; imbeciles and idiots are, I think, properly distinguished in the idiot class.

6016. When I studied, and no doubt when you studied, the term "imbecile" was an inclusive term; it included all congenital dementia—all congenital defect; so-called "imbecility"?—Yes.

6017. Does it serve any practical use to divide that into three classes—"idiot," "imbecile," and "feeble-minded"?—Yes, it is necessary to have that distinction. I should have five classes. The moral imbecile is of a distinct variety; he may be going about taking his place in society; but the ordinary imbecile cannot do that.

6018. I am not going back to the moral imbecile; we will limit our talk to the congenital cases now. They are three degrees of the same thing, are they not?—I believe scientifically we have eight or ten degrees of idiots; they are classified into several groups. There is the brephoid idiot, that has a mind comparable to that of a new born infant; there is the theroid idiot; the ethnoid idiot—all different degrees; then they are classified again into genetous, microcephalic, hydrocephalic, paralytic groups, and so on.

6019. Is there any advantage in dividing them into three?—For scientific purposes, and also for practical purposes. These different degrees have different causation and different characteristics; scientifically it is of importance that they should be distinguished.

6020. We are talking about the finished article. Some children are styled "feeble-minded" for Local Government Board purposes, and others are styled "imbecile" for Lunacy Commissioners' purposes. I saw them only last week, and my experience is that the class is one and the same; they are both imbecile children?—I do not follow. Where were these children—in the workhouse?

6021. In Lloyd House and the Home at Fulham; on the one hand, and Darenth on the other?—I should put them down as "imbeciles." If you want to see the feeble-minded, you must go to the special schools.

6022. These are special school cases who are boarded out?—The special educational schools, I mean for the feeble-minded, where they are undergoing education.

Some persons would draw the line at one point, and others at another; there are many gradations, but I do broadly distinguish the imbecile from the feeble-minded.

6023. On what ground?—Off the ground that the imbecile has much less intellectual capacity and has indications of his mental deprivation in his manner and appearance. The feeble-minded child is not often discovered as such until it goes to school. The teacher finds it is exceedingly backward, stupid, and dull; then the medical man is called in and finds some defect. The imbecile is known all along—he is recognised at home and known to be imbecile.

6024. That was my conception of a backward child, until I saw these specimens from the special schools—the ones boarded out at Lloyd House and the Home at Fulham. They were congenitally mentally defective persons requiring care and treatment and certifiable lunatics?—Then they are all imbeciles.

6025. Yet they are certified not to be imbeciles for Local Government Board purposes?—They are all imbeciles, I should say, and ought to be certified as such, but a feeble-minded child cannot be certified.

6026. The genuine feeble-minded is a very very mild form of imbecility?—Yes, exactly.

6027. As soon as the imbecility becomes so marked as to require special institutional treatment it becomes "imbecility"?—Yes; I have spoken of the infinite gradations in imbecility. There are the same gradations in men at large. You are constantly meeting feeble-minded people in life. There are supra-normal, infra-normal, and normal men and women; where to draw the line it is extremely difficult to decide, and only medical men can do it.

6028. Is it fair to draw the line at the requirement for institutional treatment?—Yes. When you draw that line it does not necessarily follow you are to compel institutional treatment, because if parents are able to maintain the imbecile child they have the right to keep it at home; but it is a fair indication that they are of such a pronounced degree of feeble-mindedness as to require institutional treatment.

6029. If they require it, they are more than feeble-minded; they are imbecile?—Yes, they are imbeciles but I think a great many feeble-minded also require, for a time, institutional treatment, such as you get at Rochester House. They are not imbeciles, they are feeble-minded; they are improvable cases.

6030. Have you personal experience in that?—Yes, of all kinds of cases.

6031. The Rochester House cases?—I know all about it; I have not been there. I am seeing imbeciles, idiots, and feeble-minded people every day.

6032. But not at Rochester House?—No, but I know that it has been prepared specially for improvable cases. I have had conversations with Dr. Shuttleworth about that.

6033. You have not seen them yourself?—No.

6034. We will take it that the practical test between the two is the necessity for institutional treatment?—Yes. I think the feeble-minded also require it to a certain extent.

6035. Let us come to another class of cases—the uncertified defective persons. These can be divided into those who might be certified and those who are not certifiable?—Yes.

6036. Are you aware of the existence in the country of a lot of cases of lunacy who are not at the present moment certified?—Yes.

6037. They crop up from time to time in police offices?—Yes.

6038. And they nearly fill Broadmoor asylum?—There are a number of lunatics not in asylums who might be certifiable. There are cases which have been brought up before a magistrate who has refused to receive the certificates.

6039. A lot of cases in Broadmoor were lunatics who had not been certified at the time they required it?—A certain number. I have had lunatics under my own care who have committed murder while insane but not certified.

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6040. Take the term "lunatic" as synonymous with "unsound mind" and that again as synonymous with "defective." Are there some lunatics not certifiable?—Yes.

6041. Would you indicate where you draw the line between "certifiable" and "uncertifiable" lunatic?—The certifiable case is the case of insanity in which the facts indicating insanity, when stated, are of such a nature as will enable a magistrate to sign an Order for deprivation of liberty. There must be legal proof of insanity, in order that a certificate may be given.

6042. You are familiar with the terms of the certificate?—Yes—"facts indicating insanity observed by myself and facts indicating insanity observed by others."

6043. Further back than that—"So and so is a person of unsound mind requiring care and treatment"?—Yes.

6044. It does not take many facts, when lunacy is present, to satisfy one that they are of unsound mind and require care and treatment?—On the contrary; lunacy is often most difficult to substantiate by facts. A mere dogmatic statement that a man is of unsound mind could never be allowed, you must give proofs; you are going to deprive a man of his liberty and you must be able to adduce evidence of that fact which will satisfy the judicial mind. That makes a man certifiable when you can do that. In diagnosing any bodily disease, a medical man must be able to enumerate facts—that is to say, symptoms justifying his diagnosis.

6045. In your opinion the question of the certification depends on the degree of insanity; you must have an extreme degree?—Not necessarily an extreme degree.

6046. Is it not fair to take a minor degree of insanity, the slightest dementia, combined with evidence of necessity for care and treatment?—That depends on what the degree is.

6047. Take the very mild dementia?—A little forgetfulness or senile decay; we all have that as life advances; you will not shut a man up for life for that?

6048. It all depends how it affects a person?—It is a question of degree. If the loss of memory is such that a man forgets who his relatives are, and what his means are, forgets appointments, does not know current events, and has restlessness and a difficulty in controlling or taking care of himself, that man is certifiable. But all the slighter degrees of senile dementia are not certifiable; we should have to enlarge our asylums very much if they were to accommodate all cases of senile decay.

6049. Talking about imbeciles, a few minutes ago you told me that the necessity for care and treatment was really the crucial point as to whether they are certifiable or only feeble-minded persons. Does not the same argument apply to lunatics? Is it not the question of the necessity for care and treatment that is the test?—Combined with mental defect.

6050. Combined with a certain amount; it may be a very small amount. It is the necessity for care and treatment. I daresay you have seen extreme cases of lunacy well cared for at home?—Yes.

6051. And they were not certifiable because they were well cared for?—They are certifiable but not certified. In all cases imbeciles and idiots when certified are dealt with as ordinary lunatics. But I am contemplating cases of feeble-mindedness where there is slight mental defect. You are not going to put the opprobrium of lunacy upon them. That is why I am suggesting a House of Observation or a colony

6052. Let us stick to the certificate for a moment You allow that the necessity for care and treatment is really the test whether a lunatic is certifiable or not?—No there are lunatics shut up as lunatics who are perfectly capable of looking after themselves, and do look after themselves, in the asylums; as a matter of fact, they look after their own personal safety and dress, but there may be delusions that might be dangerous in the mind of the lunatic. The mental condition is essentially the basis of certification.

6053. That tendency to be dangerous is the reason why they require care and treatment?—Yes.

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6054. It is that requirement for care and treatment which is the essential?—But the care and treatment is only justified when the mental unsoundness—defect—exists.

6055. But the care and treatment is requisite; the amount of unsoundness is not so essential?—Unsoundness above a certain minimum, but there must be a certain minimum to justify interference with a man's liberty.

6056. It is a very low minimum?—I cannot say that; it is what will satisfy the Judge.

6057. Would you consider a Justice of the Peace a capable person to decide questions of lunacy?—Yes, in connection with deprivation of liberty.

6058. He may not be a specially educated man?—The Justices of the Peace who decide questions of lunacy are selected; it is not every justice who is entrusted with that duty. You must have somebody to grant the legal authority for detention. If he is not to do it, who is to do it? The County Court Judge is not always accessible. He is in the county town or not living in his own district, perhaps. I believe, as a rule, the magistrates perform the function in a very careful, judicious, and proper manner. There are crochetty magistrates here and there who may decline to act in certain cases where they ought to act, but on the whole it is a good method and I do not see a better. In Scotland the Sherriff's warrant is required.

6059. Do you think it is at all faulty that a Justice should criticise the facts stated by the medical man, and not be entirely guided by the medical man's opinion?—The magistrate is acting judicially; he is bound to consider the evidence put before him. The Commissioners in Lunacy know many certificates that have been accepted by a magistrate, are far from satisfactory.

6060. Do you not think that the opinions of two medical men are about the strongest evidence you could get?—The opinion of two medical men founded upon facts observed by themselves is the best evidence of insanity, but it is not a legal authority for shutting a man up in an asylum. I should put no value upon it unless they can give facts in support of it. I am not going to take the *ipse dixit* of any doctor; he must give evidence and then that evidence can be properly weighed by the judicial mind—"Does it amount to proof of insanity? Is it sufficient?" It is a very serious thing to shut up a man in an asylum.

6061. Let us go on to the criminal cases. You have seen a lot of them?—Yes.

6062. Have you ever yet come across one who had no evidence of insanity other than a criminal tendency?—Yes, I have come across cases where the insane impulse was the first symptom and where there was no evidence of insanity before. A man really insane may commit a murder who has not given the slightest evidence of insanity before the homicidal act. He may have been performing all his duties in life correctly. That is the first explosion. After that it is found that his mind is giving way. I quote a case in my answer to Dr. Donkin's questions of a man I saw myself, in whom a crime was the initial symptom of insanity.

6063. There was other evidence of insanity there?—There was no evidence appreciable to anybody. He was living in London doing his business as usual.

6064. You had physical evidence?—But I saw him after he committed the act and when in prison. Nobody suspected it before; he was doing all right in London until he committed the crime. After he was detained in prison I went and saw him. I detected slight muscular tremors, irregularity of the pupils &c., &c., of the eyes, but the only mental symptom was that he was a little too happy and contented; he did not realise his position, and was a little grandiose. I was able to say, "General paralysis."

6065. If you had examined that man before the assault you would have recognised general paralysis?—I cannot say. I should think not. Any asylum doctor will say there are cases of puerperal insanity in which a mother who has not been suspected of mental derangement for instance suddenly destroys her child; it is like a fit occurring without warning.

6066. Take a case of puerperal insanity; are there not some symptoms of insanity over and above the act of committing murder?—The criminal act may be the first symptom.

6067. And the only symptom?—Not always; that would be the beginning of an attack of mania or melancholias but the criminal act may be the earliest symptom and there may be nothing before that that is recognisable.

6068. Not the only symptom?—No, no one would accept a single criminal act in itself as insanity.

6069. You do not hold the view that there is such a thing as a morally insane person; insanity characterised by want of morality only?—Yes; I have known many cases of a man living an upright life, discharging all his social and family functions, then perhaps he suffers from some bereavement, some trouble or shock, and he suddenly becomes incorrigibly vicious, and a criminal; he takes to stealing particular articles, or gives way to uncontrollable drinking. That is a sudden change in character unaccountable except on the theory of moral insanity; there is nothing else; intellectually he may be as clear as possible and defend himself and explain away his irregularities very plausibly. But there is the criminal course; I do not say one act. Nobody can infer anything from one act, but a man who gives way by change of character to criminal courses, at variance with all his antecedents and contrary to all his interests is probably a moral lunatic.

6070. Have you seen cases where neither at the time, nor subsequently, were there other symptoms of insanity?—Yes.

6071. Slight dementia or paranoia?—Yes, I have seen many cases coming on in middle life with no intellectual symptom cases in which incorrigibility, persistence in stealing one article, and abandonment to most serious and grave offences occurring in a man who has been previously socially correct, who perhaps gives way to brutal offences.

6072. Have you seen that man without dementia or without any dullness of intellect?—I have seen cases of that kind with no other mental symptom except the moral perversion. I have cases of that kind now under observations that have actually been found lunatic by inquisition, and put under the Court of Chancery—cases of moral perversion of an extreme type, but unaccompanied by obvious mental failure, cases of insanity of conduct.

6073. There is one other point. You stated the verdict, "Guilty but insane" does not apply to idiots?—Verbally it does not, but as a matter of fact it does for the same verdict is returned in the case of an idiot as in that of a lunatic. I would not make it applicable to the offences of children; I should deal with them in Children's Courts; I would not put the stamp of lunacy upon little children. I have pointed out in my notes as regards moral defects in children that they require very careful handling. They are frequently occurring in children belonging to the affluent and well-to-do classes. At certain epochs of development children brought up in good homes have very often given away to stealing and lying. I have had cases brought to my notice in public schools where boys would have been made into confirmed criminals, had they been penally dealt with, but by being judiciously and kindly treated the criminal tendency has passed off. Children will give way at certain periods of development to lying, stealing, and vicious courses, but this is a transitory phase, and passes off, but they require to be carefully handled as, if not wisely guided, they may develop into criminnal imbeciles.

6074. As regards the provision of accommodation for the treatment of idiots at present in the county, is that sufficient; is the amount of accommodation provided for idiots and imbeciles, and the mechanism for dealing with idiots at present sufficient and efficient?—For idiots I think it is. You have the idiot establishment in which each of the three classes are received: for idiots who pay; and for the cases elected by subscribers; and then there are a certain number of patients taken in by contract with the Guardians.

6075. Do these places take in all the idiots that require treatment as such?—The idiot establishments would not. With regard to the affluent idiot, he is provided

for. There are excellent private schools. If there be a greater demand it will be met; it is for the pauper class and the poor that further provision is needed.

6076. There is not sufficient accommodation?—I think not. It depends on what you call accommodation. There is insufficient special accommodation; they are accommodated in the asylums and workhouses in large numbers. I should think there would be 5,000 in asylums.

6077. Is the workhouse a place for the idiot at all?—Not at all. There ought to be no idiot children in workhouses, but that is theoretical. What are you to do with them? I think probably 25 per cent. of the lunatic inmates in workhouses are idiots or imbeciles.

6078. The accommodation at the present moment is insufficient?—It depends on what you call insufficient.

6079. There are a lot of idiots treated in places where they should not be?—Yes. They want very simple accommodation. I do not believe in the educability of the idiot. Many asylums have separate blocks for idiots, where the accommodation is excellent. There would be no difficulty in providing that to any extent. Under the 241st Section of the Lunacy Act the county councils have full power to build idiot asylums, if they think proper.

6080. It has not been taken advantage of?—A good many have idiot wards or detached blocks for idiots.

6081. Do you think that power should be made compulsory instead of permissive only?—Yes.

6082. Imbeciles, if they are insane, have to be treated similarly to other lunatics?—Yes.

6083. For imbeciles, if they are not insane, but if they are bad cases, you would then advise labour colonies for their treatment?—Yes.

6084. As regards children, your opinion is that there should be specially adapted schools and homes for all defective children, which includes imbeciles and what you define as feeble-minded?—Yes.

6085. They can be classified, of course, and divided in these homes?—Yes.

6086. It is better that they should all be treated on the same lines; that the imbeciles and feeble-minded should be separated before admission to the homes?—It is better that the feeble-minded should be separated from the imbeciles.

6087. Is that better done before admission to these homes or afterwards?—I do not follow you. The feeble-minded children, I take it, are educated up to a point in the elementary schools. I am talking now of the poorer classes. When they go to school the teachers find them out. When recognised as feeble-minded I would not pass them on to imbecile asylums, but to special homes where the parents are willing. Of course, you cannot take them away from the custody of the parents without their consent if they are maintaining them. I would pass them on to special homes, on the lines of Rochester House, and keep them separate as far as possible, from the imbeciles; educate them as far as possible. The result would be that after a course of education and treatment in a home like Rochester House a certain number of the feeble-minded would be so improved, and educated—because education does avail in such cases, though it is much slower than with a normal child—that they would be able to go home without danger. All their traits, characteristics, and habits would be noted. Those who are not improvable ought to be sent on to labour colonies, or to the special house or home.

6088. Of course that detention in the imbecile homes and special classes should bring them under two authorities just as we have in London at the present moment?—Yes.

6089. Is that advisable? They come under two authorities—under the county council in the special schools, and under the Metropolitan Asylums Board in asylums. Is that right?—That is a question of general administration. My own view is that the whole administration of the weak-minded should be undertaken by a Government Department.

6090. You are emphatically of opinion that weak-minded mothers of illegitimate children should be detained until they are past child-bearing age?—Yes; I know of an instance of a mother having seven imbeciles, all maintained by public funds in one asylum.

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6091. You are strongly of opinion that there should be a special magistrate appointed to investigate weak-minded cases and deal with them?—I do not think I said that. I said that in the case of idiot and imbecile children not under proper control or neglected, or where it is necessary, I would suggest that a special guardian should be appointed like a committee of the person in the case of a Ward in Chancry. I propose the county court judge to deal with these cases.

6092. I will read it: "Brought before the county court judge or a specially appointed magistrate at the children's court"?—Yes, there might be difficulty in getting county court judges in some parts.

6093. You want a special magistrate?—Yes, the same special magistrates as act in the case of lunatics.

6094. You want a special guardian to look after these?—Yes, except by some such process you have no power to detain them; you must have legal power.

6095. How many institutions do you wish to see started to deal with them?—Just as few as possible. The special schools exist.

6096. Not everywhere?—They may exist—they do exist to some extent—they are capable of extension. In Birmingham and Leicester they have them. I can name a number of towns where special schools are now in operation besides London. Then Rochester House exists. I would have a certain number of homes of the Rochester House class. There are in Germany intermediate schools between the elementary and the special schools. I do not see the use of that, a lot of weeding-out goes on as it is. I would have the special schools, the training homes and the industrial colonies for permanent detention. Those are the three that I contemplate in addition to the existing establishments.

6097. In addition to idiot and imbecile asylums?—They must go on, we cannot do away with them.

6098. You also suggest a home for feeble-minded criminals?—Yes. That, of course, would be under the Prison Board; it would be entirely different. I think, from what Dr. Donkin said, it is being carried out to some extent even now; isolation and separation of feeble-minded prisoners is practiced. I hope a good deal from the new system of prison discipline—such as is being carried out at Borstall, which is more reformatory than anything hitherto attempted and less likely to cause or aggravate mental failure.

6099. As regards the administration, you want these separate from all existing central bodies, and put under a new authority?—That is my opinion.

6100. Will not that introduce dual authority?—My own opinion is that there is a thoroughly competent Board existing at the present time to deal with these cases in an efficient way, that is the Board of Commissioners in Lunacy. I am not a member of it myself. The Commissioners are perfectly capable of doing it; their knowledge and experience in every department would be valuable; but they are overweighted; they have 117,000 lunatics to look after already. Without the Board being very much strengthened it could not undertake additional duties, and then if the supervision of the feeble-minded were imposed on it, it would have to be broken up into two departments, one dealing with lunatics, the other with the feeble-minded. Then there is undoubtedly the objection to associating weak-mindedness with lunacy; the friends of the feeble-minded shrink from that so much and dislike it. I think it would be desirable to have a special Education Board; I would call it the Special Education Department.

6101. If the name "lunatic" were dropped out of the English language and the name "defective," substituted, would not that difficulty be removed for ever?—That may be so; it is a matter of terms, but it would be all but impossible to eradicate the word "lunatic."

6102. "A person of unsound mind," and "lunatic" are synonymous terms?—"Lunatic" has opprobium and stigma attached to it; "Feeble-minded" has not.

6103. It would be advantageous to drop "lunatic" in all those cases?—Yes.

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6104. A witness last week said he considered it desirable for it to be made compulsory for medical men to notify every defective child he saw in his practice. Have you any opinion on that point?—That is a very delicate matter. That would be putting a very onerous and disagreeable duty on the doctor. If a medical man happened, in the course of his practice, to see a child living in private life, suffering from imbecility, maintained by parents, and reported it, he would give great offence. If it became his duty to notify it, it must be done in all cases. It would be an invidious duty to put on the profession; it would be highly resented by the profession and by the public.

6105. In fact it is a completely impracticable suggestion?—Of course. I see no objection to the ordinary method existing at the present time in respect of the pauper class; the relieving officer and the poor law doctor, if a person is in receipt of relief, necessarily notify; the fact that they are getting relief is in itself notification. For the affluent classes "notification" of the feeble-minded would not be tolerated.

6106. It is most undesirable and impracticable?—Yes; it would open the way to libel actions unless privileges were conceded. I might see a young gentleman I thought weak-minded, and he might dispute the fact after I had notified him.

6107. (*Mr. Chadwyck-Healey.*) Can you give us shortly your opinion as to the danger to society which exists by reason of the increasing number of feeble-minded cases. Can you give us your opinion about that—whether it is in your opinion a real danger?—Most undoubtedly. I am not in harmony with all my colleagues and medical brethren on the point, but my opinion is that there is an enormous increase going on in insanity; it is increasing at a rapid rate, and out of all proportion to population, and, so far as I can judge the indications, weakmindedness is also increasing. I would take every possible means to prevent propagation of that.

6108. The danger to society, I take it, lies in the increase of crime and the increase of immorality?—Increase of crime and increase of imbecility. If you allow these imbeciles to go about at large they propagate their special species. Mental defect is more hereditary than insanity. It depends on more deeprooted changes in the nervous centre, and it is more transmitted and there is therefore great danger of multiplying idiots, imbeciles, and feeble-minded persons. By shutting up persons during the procreative period, you would ultimately reduce the number of weak-minded persons you have to deal with.

6109. You are of opinion that it is necessary to shut up or segregate these people to prevent propagation in the interests of society?—Clearly.

6110. If you succeeded in that, you would reduce the pecuniary burden thrown upon society?—Ultimately; no doubt there would be outlay in the first place.

6111. Ultimately there would be gain?—No doubt you would reduce crime, reduce depredations, reduce certain classes of diseases. They suffer from tuberculosis and other diseases, and if you can diminish the class, you will diminish public burdens all round in course of time.

6112. Do you think the British public as a whole is alive to the danger at present?—I think so to some extent, and I hope the labours of this Commission will help to open the public eyes. I meet many men who are quite of opinion that the permanent segregation of the weak-minded should be carried out.

6113. Do you think the necessary legislation to enable segregation would be likely to be passed without opposition?—You can speak better for the House of Commons than I can. I think it would commend itself to the good sense of the country.

6114. In your opinion, is it necessary to prepare the country?—Yes, I think a general measure for coordinating the control of the weak-minded would be acceptable to the country at large.

6115. (*Dr. Needham.*) You have no doubt, I gather from your statement and your evidence, that the feeble-minded who are not considered now to be certifiable are in need of protection from themselves, and also in the interests of the public?—Yes, as regards some of them, they are quite harmless; there are feeble-minded creatures at liberty, who are doing no harm, and are properly protected.

6116. I was thinking rather of feeble-minded girls in workhouses. A great many of these feeble-minded girls exist, but exist apparently only for increasing the population, and are allowed to go out and in—people who are known as "in-and-outs"—for immoral purposes, and inflict a great burden on the country. I gather that you think it very desirable that there should be a power of certifying, or at all events of detaining, these people so that they cannot go in and out to do the damage they do both to themselves and other people?—Clearly.

6117. Have you formulated in your own mind how detention should be effected—by what process—before whom they should be brought—what certificate should be given and so on?—I have formulated it in this way, that in the case of feeble-minded imbecile children or young persons not under proper control, or without friends and guardians who are trustworthy looking after them, they should be brought before the County Court Judge or special Magistrate, and that by some simple process a guardian, in the same position that a Committee of the person holds to a Chancery lunatic, should be appointed. Then that guardian, during the life of the imbecile or weak-minded person, would have the full powers of a parent, and a written order by that guardian authorising the permanent detention of the imbecile would be sufficient authority.

6118. That is with reference to persons of the higher classes?—No, I would make a similar system applicable to the poor.

6119. Would not that be putting on the County Court Judge a burden which at present the County Court Judge is unable to bear, or at all events would not like to bear?—It would only be used in a certain number of cases. You cannot interfere where the imbecile is living with his relations and maintained out of his own means, or theirs. The persons who are in the imbecile asylums already are perfectly safe—they are certified and not likely to be taken away or removed;

6120. Those people are protected already?—All these in the imbecile asylums are certified; I am speaking of the cases that are not certifiable, but in which evidence of mental defect or incorrigibility can be given. In all those cases I would deal with them as under the 116th Section of the Lunacy Act 1890, by the appointment of a guardian, with the powers of a Committee of the person.

6121. That is for the better classes?—No, I should do it for the poor. It might be done at a small cost; a guardian might be appointed.

6122. Is not that rather more complicated than the process which at present exists in which you simply come to a designated magistrate to get an Order on a medical certificate, or two medical certificates in the case of lunatics?—I am assuming cases where you have difficulty in getting a medical certificate. The guardian would have full power to say where the patient is to be received, and it does not necessarily mean incarceration in an asylum. Then the authority of the guardians would continue during the life of his ward unless he was superseded—when once an appointment was made. In the case of an imbecile under certification, he gets out, and again he resists, and obtains such a power of concealing his weakness that he is in and out, or his friends may take him away if they think they can make a little money out of him. By the clause I propose he would be detained for life, under the guardianship of a person in a position analogous to that of the Solicitor of the Supreme Court who is appointed to act in a number of cases of lunacy where there is no friend or relation who can act.

6123. Do you want a more complicated and ponderous process than already exists with reference to, say, the admission of imbeciles into the Metropolitan imbecile asylums?—I want to get authority over these cases—the "in and out" cases.

6124. They get authority in the imbecile asylums. They can detain them for life there, by a much simpler process?—There are a great number of cases that are discovered in these special schools—weak-minded and defective children. I do not want to have them sent to an imbecile asylum; I want to have them sent to training homes, and then on to an industrial colony. I do not want to put the taint of imbecility or insanity upon

them. By what authority is that to be done? They are not actually certifiable; no medical man will certify them. But by coming to the Court and saying they are defective and they are not able to manage their own affairs, a guardian is appointed who has full power to control them.

6125. You do not quite appreciate my point. I am seeking to ascertain your view as to whether a simpler process could not be inaugurated, by which control could be obtained over these people, instead of the complicated process of applying to a County Court Judge for instance? Would it be even necessary to go to a Justice? At present people are admitted into the imbecile asylums upon a certificate signed by a medical man and an order either by the Chairman of the Board of Guardians or the Clerk of the Board of Guardians: would that be adequate?—That is applicable to the Metropolis; that does not deal with the country at large. I am thinking of a national measure.

6126. It might be extended?—Yes, but then imbecile asylums do not exist in all the counties; they might be created.

6127. You might have the same kind of process?—I do not think the scheme I suggest would be more expensive or troublesome. It would have this advantage, that a great many of these imbeciles might be boarded out. I see no reason why they should not be boarded out where you can have control over them. The guardian would have to visit to see that they are properly cared for, that what was allowed for their maintenance was expended upon them. You have no machinery for that now. They would not be certifiable.

6128. As to the form of certificate: do you think it is requisite with reference to these feeble-minded people, that the certificate should state specifically the facts on which the certificate is founded, or would it be sufficient to state the opinion. It is an extremely difficult thing in these indefinable cases to define?—In reference to these children who are to be under public authority, and are maintained out of public funds, cases therefore in which there could be no motive for prolonging detention, I should be quite satisfied with a medical certificate saying they are mentally defective in the form prescribed by the Idiots Act, 1886.

6129. You think people of the better class might be similarly detained under the order say of a Master if sub-section D. of Section 116 were altered in the way which has been indicated?—Yes, you want an alteration in the wording of that clause.

6130. If it is said that such person is through mental infirmity arising from disease or age or arrested mental development, incapable of managing his affairs or taking care of himself?—I may say, that, as a matter of fact I have visited several congenital idiots and imbeciles, who have been dealt with under this clause under the term "mental infirmity," but I think it would be much better if there were more explicit words put in; "mental infirmity by reason of disease" has been held by one of our masters to cover idiocy.

6131. I gather from your statement of evidence that you hold a very strong opinion which is contrary to an opinion which has been expressed before this Commission as to the hereditary character of mental defectives?—Decidedly.

6132. You believe that mental defects are strongly hereditary?—More transmissible than insanity. I once believed there were 30 per cent. of my own patients at that time who had distinct evidence of hereditary defect; that was excluding neurotic tendency and other collateral conditions. I have had under the Court of Chancery frequently two and three members of the same family labouring under mental defect with an eccentricity or peculiarity on the part of a parent which has deepened in the next generation into mental defect.

6133. As to the inspection of these feeble-minded in these colonies and homes that you suggest, you say the Commissioners in Lunacy are qualified by virtue of their experience, and so on; but they, of course, have too much to do, to take any further work. Do you think, even if the Commission were strengthened, that it would still be very undesirable that these people should be branded, as it were, by the action of the Commissioners in Lunacy as lunatic; do you not think that is very objectionable?—Speaking as a man of science, I might say the Lunacy Commissioners are the men to deal with all these cases. They are cases of mental defect, and the Commissioners are dealing with mental defects, disease, and troubles of all sorts. They have experience and knowledge, but one must admit that there is a very strong prejudice against association with Lunacy, and it would be objectionable to many families to have their weak-minded members dealt with by the lunacy department. It would be a very onerous work; the organisation of the system. My own opinion is that a special department should be created to take up this whole matter.

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6134. You think, if any measures are proposed by the Commission for dealing with this question of mental feebleness, that those measures which are taken ought to be altogether independent of lunacy?—I do. The whole thing wants co-ordination.

6135. (*Mr. Byrne.*) The institutions in which you would like to see these people taken care of would have to be under Government inspection?—Undoubtedly.

6136. And some authority would have power, as at present in the case of prisoner lunatics and inebriates, to discharge them?—Yes.

6137. On evidence that the circumstances permit it?—Yes.

6138. That would mean that the Government office dealing with the matter would have to have a staff of inspectors; who would no doubt have experience?—Clearly.

6139. In those circumstances what advantage would there be in introducing the guardian of whom you speak, who would be a sort of general guardian of the defectives? Would it not be sufficient for the magistrate or the County Court Judge or other authority to commit a person to such and such a certified institution, and then simply to leave them there subject to inspection, and a power of discharge by the Government, if necessary. Why introduce the general guardian?—No, my idea of it is still somewhat vague; I have not worked out any scheme in detail. The guardian would be nominated by the county council, and appointed in each case by the County Court judge or special magistrate dealing with it, and he would be in relation to the individual case. He would have the control of the individual; he would have nothing to do with the inspection or management of the institution. There would still be large numbers of idiot establishments existing, and containing certified idiots and imbeciles, and there would be other classes, the inebriates and so on. For them I should think the inspection of a central department would be advisable.

6140. If persons were admitted to certified and inspected institutions you think that would be quite sufficient to deal with them justly and properly?—Yes.

6141. In your paper, in which you suggest the extension of the system of inquisition on defective people, you say, "The inquisition would, of course, be an effectual barrier to the marriage of persons labouring under mental defect, and would effectually prevent their being taken advantage of." How is that?—inquisition does not prevent insane people marrying now?—For a man to marry a ward of the court would be contempt of court. I think, formerly, a marriage formed by any ward of the Court of Chancery was null *de facto*. It did not require a suit of nullity. Now a suit of nullity would be required. There would be no object in marrying a rich woman; it would be contempt of court. The guardian would see that the feeble-minded poorer classes were put in a position where nothing of the kind could happen.

6142. Does that apply both to inquisition which gives the control of the person and property, or only to inquisition which gives control of the person?—Only the person and property in the Court of Chancery.

6143. That is to say, an individual under the control of the court cannot marry under the existing law?—No; to marry a ward of the court would be contempt most severely dealt with. Under the General Lunacy Law, in the case of any certified lunatic, any act of serious impropriety would be criminally punishable.

6144. In an institution; not a certified lunatic at large?—Yes.

6145. It is not an offence to have connection with a certified lunatic at large?—It is an offence to have carnal knowledge.

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6146. Only in an institution?—Yes, but I would in this way protect all idiots, imbeciles and mentally defective persons whether in institutions or not.

6147. With reference to your printed paper containing your replies to Dr. Donkin's enquiries, at the end you describe dipsomaniacs and alcoholic monomaniacs. You state: "If a dipsomaniac is to be deprived of his liberty, it would be far better to send him to an asylum than to any retreat?"—That is my view.

6148. It is impossible to do so, is it not? You remember a habitual drunkard under the Act is a person who is "not amenable to lunacy jurisdiction?"—That is so.

6149. Therefore, it is impossible, legally?—I have not found the inebriate retreats are at all satisfactory for the affluent classes. I recognise good work is being done by the London County Council retreat for the poor. It is quite a relief to their friends and relations to isolate them for a time.

6150. I am not speaking of the inebriate reformatories but the voluntary retreats to which your remarks refer. You say: "The control it can exert is much more efficient than that of any retreat, and its resources for treatment are much greater." That is in an asylum; a well-equipped retreat ought to be as well off as a lunatic asylum?—Persons can go to asylums voluntarily, but they are subject to all the usual regulations of the asylum and they are kept under control.

6151. It is admitted by everyone who knows about it that the system of voluntary retreats for inebriates is limited in its scope and is not altogether successful?—That is my opinion.

6152. Is not that rather the fault of the law dealing with the retreats and the people who go there than the fault of the retreats themselves?—No, it is, I think, a radical defect in the retreats. I do not myself believe that it is for the advantage of a dipsomaniac to associate him with a large number of people who are tainted like himself, and perhaps worse than himself. These retreats cannot give the interest, the occupation, the treatment that is necessary in these cases. I have known deplorable relapses after long seclusion in these retreats. In some retreats drinking goes on. I have the clearest testimony of that. I had an instance brought to my notice by a lady I saw officially. That was defect in management. The lady was for six months in a retreat, and I was sent to see her on her release. There was an old Irish servant there, and when she came in I said, "I suppose Miss 'so and so' is better; this long abstinence has done her good?" She said, "She has been drinking all the time." I said, "How do you know?" She replied, "All I know is she took in a very fine stock of clothes with her, and she has brought nothing home." She had been pawning the clothes.

6153. Was that a voluntary retreat?—Yes.

6154. Is your experience wide enough to make you know that is fairly common?—In the cases I have had under my observation there has been relapse, or patients have told me they did get drink. I have been in one or two of these retreats. It is an idle, loafing life and the patients are, I believe, apt to demoralise each other. The best results I have seen of treatment of dipsomaniacs have been under private care.

6155. What do you mean?—The house of a medical man, or travelling a sea voyage with a doctor—or private influence brought to bear on them. It is destructive to humiliate the man—by labelling him "dipsomaniac" or "drunkard." I would rather be called "lunatic" than "habitual drunkard." If they go into asylums they are under complete control. There they have all sorts of interests and amusements and judicious treatment; they are associated with a variety of classes of lunatics, not exclusively with dipsomaniacs.

6156. Surely the better class are far more provided with amusements and recreation, intellectual and otherwise, than in asylums?—That is not my experience. They are much smaller. In asylums you have billiard rooms, theatricals, concerts, picnics, classes and all that kind of thing.

6157. They have that in all the retreats, in addition to which they have shooting, golf and fishing?—There is a difference of opinion.

6158. You differ from that opinion?—Yes.

6159. Do you consider that even the control which is necessary in a considerable proportion of these cases can be better given in the house of a private doctor attending to his own practice, than in a well equipped establishment?—There are a variety of kinds of private care. The dipsomaniac ought to be under medical observation. I believe very much in medical treatment. There are various cases, beginning with changes of the nervous system, that are remediable.

6160. Every retreat must have a medical officer?—Yes. I have seen many cases recover from dipsomania without a retreat.

6161. What do you think of these statistics which are published by the Home Office in reference to these retreats and which point to what may be called fairly satisfactory results?—The system has not gone on long enough yet to give us trustworthy statistics. The great difficulty is to get the subsequent history of the cases.

6162. Twenty-eight years. The report is made to the Home Secretary?—That would be a very small number of retreats that have been going on for twenty-eight years. You have not traced out a large number of the recent cases. I have the highest opinion of inebriate retreats for the poor where you can get adequate control, such as the London County Council retreat, but for the affluent classes I think there are better modes of treatment.

6163. You think private care in a doctor's house is better?—In many instances. I have seen satisfactory results in the Islands and Highlands of Scotland, Shetland and the Hebrides, where dipsomaniacs were sent to an island where there was no public-house, and no way of getting away without a boat, and where sport and fishing were available.

6164. Are we to take it that you think, it being admitted that these cases require control and watching, that they are more likely to get that in the house of a doctor who is busy attending to his practice, perhaps living in town in the neighbourhood of licensed houses, than they are in a well-equipped retreat with an army of attendants, trustworthy, upright men?—If the case is so confirmed and the control required is greater than such as a doctor can afford or that can be afforded by a medical companion in his own house, then I should send the patient to a lunatic asylum, induce him to go in voluntarily, or under certificates if he could be certified. If he be an alchoholic send him to an asylum. In Scotland there are no inebriate retreats so far as I know; inebriates are in asylums as voluntaries. I believe they have satisfactory results.

6165. (*Dr. Dunlop.*) The largest licensed retreat in the country is in Scotland, a retreat for male patients?—The only one I know was a voluntary one in Galloway; and that was shut up, no doubt for sufficient reasons, there may be others but I have not heard of them.

6166. It moved to Fife; it is in a very flourishing condition. I was there a fortnight ago?—And I take your word for that, of course, I know there are a number of dipsomaniacs in the Scotch asylums.

6167. (*Mr. Hobhouse.*) Some little time ago I think you told us that in trying a case of insanity, coupled with criminality, the Judge in Lunacy alone should decide without a jury?—No, I only spoke of cases of mental defect. A man is alleged to be insane, a petition is presented, he has fourteen days in which to decide whether he will be tried by a jury, or before a judge. If he makes the demand for a jury one of the Lords Justices may send a visitor to ascertain whether he has made that demand with a clear knowledge of what he is doing, The Lords Justices have the power of refusing a jury. I say where it is a case of mental defect I would not give a jury at all—I would not give the option. The defective cannot understand what a jury is, and I think the decision of the judge would be more satisfactory. I am talking of rich patients, of course. It seems ridiculous to empanel a jury in a case of obvious idiocy.

6168. We had it in evidence before us the other day from an eminent judicial authority, that he would have been unwilling as a judge, in the case of crime, to have pronounced upon the feeble-mindedness, or otherwise, of a prisoner tried before him. Would the same difficulty

which he suggested occur in a case where you want to try the case before a judge without a jury ?—No, the judges are constantly dealing with cases of insanity now, without juries, in my Department. The jury cases are extremely infrequent. The judges are constantly deciding on the evidence before them. Of course, crime introduces an entirely new element. A man charged with crime comes before a Criminal Court, and the first point is, is he guilty ? After that comes the question whether he was responsible or not. But in ordinary cases of insanity where a petition is presented the point to be decided is, is he sane or insane ? I should think, in 95 per cent. of the cases that point is decided by a judge acting alone without a jury.

6169. The judge has no difficulty ?—No.

6170. And, so far as you know, he has no dislike to pronouncing on the question of insanity ?—The duty is undertaken in almost all cases by the master, who, as far as I know, experiences no difficulty. It can be taken by the judge, or by the master; I follow the master after the inquisition has been held, and he has given his decision. I have to report upon the case. I never find him making any mistakes.

6171. May I take it that in his case, the judge, to whom you refer, is much more of an expert in lunacy than an expert in law ?—They take it in turns. It is each of the Lords Justices. They take six weeks each, I understand.

6172. But the practical decision rests with the master, though nominally with the Lord Justice ?—In certain cases the Lords Justices have by themselves acted, or a judge of the Supreme Court has taken the case.

6173. As far as your experience goes, may I take it that the judges are actually employed in trying cases of insanity ?—The master is, constantly. The judge does not see the lunatic himself. It is on the documentary evidence that comes before him that he has to make the order. He sees the documents submitted by the master and acts on them, but when need be he sees the lunatic personally.

6174. (*Dr. Needham.*) Every now and then a judge actually tries a case, and sees the patient ?—Yes, I have known a judge try a case. Mr. Justice Denman took a case.

6175. (*Mr. Hobhouse.*) Supposing a person is brought before a judge for some criminal offence, perhaps trifling, perhaps serious, the question is whether the judge is to have the power of finding that person feeble-minded and passing an indeterminate sentence ?—No, I do not propose that; that must be dealt with by a judge in the ordinary way. The question left to the jury is: Is he guilty or not guilty of this crime ? The question in the case I am speaking of is: Is he or is he not insane ? It is a different question altogether.

6176. Suppose a jury have found a man guilty of some small, trivial offence and the judge has reason to believe, from the prioner's demeanour that he is of weak mind, would you be in favour of the judge, or the judicial person, having the power to put that person back for medical consideration ?—Yes; I believe as a matter of fact that has been done—that the judge before passing sentence might put a man back and direct a report on his mental condition.

6177. It would not be difficult to decide that man's condition ?—It is a duty a judge perhaps would not wish to undertake because it would look like intervening between the crime and the punishment; but it has been done, I know.

6178. Would it be a reformation of the law that that state of things should obtain, instead of the man going to prison and then being found more or less insane ?—Where the plea of insanity has been set up that has been decided by the jury; if that plea has not been set up but in the course of the case the evidence suggests that the man is weak-minded or of unsound mind then I should proceed in the ordinary way, and order the prison surgeon to keep an eye on him and report; and he would report whether he was of unsound mind or not.

6179. I take it you would like to see an extension of the present practice of finding a man "guilty but insane" to finding him "guilty but feeble-minded" ?—Yes.

6180. It would not be difficult to carry out ?—No, I think not.

6181. Suppose an indeterminate sentence is passed, I understand from my inquiries that there is considerable reluctance in the mind of the public to shut a man up for life ?—I think so.

6182. How would you get over the difficulty of an indeterminate sentence—the prejudice against it in the mind of the public ?—It would have to be got over by experience, by showing that the detention was not penal, that the places where those serving an indeterminate sentence were put into were not really prisons but homes where they were in safety kept happy and employed. I should let the public see these places by their representatives, and have an opportunity of knowing what was going on, and I would not have the big walls of a prison where it is all dark. I think the prejudice would die out, and the public would understand the advantages of the system when the matter was put clearly before them.

6183. What preliminary precautions would you suggest in order to persuade the public that these places of detention would not be prisons before they had the experience of judging whether they are prisons or not ?—Only by the method of administration; they would be public institutions, under the control of a public body, and inspected by Government officials and local Committees, and no one would be sent there but those with regard to whom the magistrate or a proper authority was satisfied that they were suitable cases. I think the prejudice would soon die out.

6184. Would you suggest any inspection of the persons detained from time to time ?—I take it the Central Board, as in the case of the Commissioners in Lunacy, would require a report, within a stated period of the arrival of patients, that they are really mentally defective, and at intervals afterwards that they continued so.

6185. Supposing a person is remitted on an indeterminate sentence to a place of detention, the certificate upon which he is sent there would have to be revised from time to time ?—Yes.

6186. How often should that, in your opinion, be done ?—Every two years or something of that kind. I have not thought over the point, but from time to time it ought to be revised. Of course, the inspectors would keep their eye on all these cases, especially when it was possible the time of danger had passed away. I am inclined not to call it a life sentence, but that they should be sent to these homes until further determined, or under some other indefinite order. Then the case would be reviewed from time to time. Most of them would be life detention, but the public would have the assurance that the case was being constantly reviewed, and that there was no unnecessary detention, and they were well cared for and comfortable.

6187. I think you are of opinion that the public would want to be assured on those points ?—Yes.

6188. And that the greatest possible care should be taken ?—Clearly so. One or two painful cases arising might create an outcry against such establishments.

6189. We had it in evidence the other day that it was difficult to distinguish between responsibility and non-responsibility; that there was nothing except the hard and fast line, on the one side of which stood responsibility, on the other side irresponsibility—do you agree with that ?—There are extremely difficult questions. I should always judge by the individual case. The difficulty is often very great. A general definition I think will often break down. In the individual case there is a difficulty; it is the difficulty of diagnosing disease. It is often very difficult to diagnose a disease.

6190. Would you agree that a person may be partially responsible or partially irresponsible ?—Yes.

6191. So that there is no absolute line on one side of which stands a responsible person and on the other side an irresponsible person ?—No; it is a purely artificial line.

6192. (*Mr. Greene.*) In the paper you have favoured us with, headed "The Protection of the Property of the Feeble-minded," you refer to a proposed Amendment of Section 116, Sub-section (*d*), of the Act of 1890. You

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make a suggestion there that the words of the Statute should be altered or amended. Have the Commissioners felt that those words require some alteration?—Yes. I believe my colleague, Master Fischer, gave evidence here, and I have discussed the matter with him. In fact I saw a copy of his evidence, and I am in entire agreement with him. I have not his evidence with me. I do not think I have adopted his form of words, but it is to the same effect. I know he has felt that difficulty. He has, I may say, occasionally dealt with idiots and imbeciles under the existing words.

6193. I know another Master has; I did not know whether he had. Is it thought by the Commissioners that these words require supplementing?—Yes. I am not speaking for the Commissioners but for the Lord Chançellor's Visitors.

6194. Are you aware that there is a Bill before Parliament promoted by the Government in which there is a suggestion to alter the words in Sub-section (*d*)?—I have not seen the Bill, but I understand there is.

6195. The words that are there suggested differ from those that you suggest?—Yes.

6196. It is suggested in the Bill that after the word "age," the phrase "or arrest of mental development" should come?—Yes.

6197. You see where the words are to come in. You put them in your suggestion rather earlier than the words that are suggested in the Bill?—Yes.

6198. You wish to add: "It is proved to the satisfaction of the Judge in Lunacy that such person is, through mental defect, congenital, or arising in early life, or from mental defect arising from disease." You put in the words: "Through mental defect, congenital, or arising in early life." Have you any preference for those words over the words offered to Parliament in the Bill now before it?—They are really synonymous. The words in the Act, I think, have the advantage of being a little briefer than mine.

6199. Do not the words in the Bill suggest that there has been some degree of mental development which has stopped, and would not yours imply that it may be a case of absolute vacuity, even from birth?—No, I say, "arising from mental defect congenital," that is from birth, "or arising in early life," that is to say, the brain may stop at any stage of its evolution, and you may have any degree of mental infirmity.

6200. You would not complain if the words in the Bill were adopted by Parliament, instead of your own?—Certainly not; I think mine are more comprehensive, but I am quite satisfied.

6201. We have had different sets of words suggested both by Master Fischer and Sir John Batty Tuke. Would not it be the best amendment of that clause to get rid altogether of dealing with the causes of the mental infirmity? Would you kindly look at sub-clause (d) and see whether it would not be best to amend it by cutting out the words: "Arising from disease or age." If you wish to deal with a person who is infirm, what can it matter what is the cause which has produced the infirmity?—They require different kinds of treatment. A man has an attack of mania, and it passes off; he becomes demented, weak, or imbecile, but you are not going to classify him with the idiot or imbecile.

6202. The object of clause (d) is to enable the person's property to be managed while he is in a condition of mental infirmity and is incapable of managing his affairs. What can it matter whether that is produced from disease, age, or arises from mental defect? He is in a state of mental infirmity and incapable of managing his affairs and so long as that continues, why should not his property be administered?—It is to distinguish it from the mental infirmity which consists in insanity. There are a number of cases dealt with, under this clause. A man may have an attack of fever or pneumonia and be delirious, and it may be most necessary to deal with his property, or he may suffer from senile decay or organic disease of the brain, all involving mental infirmity.

6203. But this only deals with cases of mental infirmity?—But delirium is mental infirmity for the time being. I think this clause originally arose out of a case of tumour of the brain.

6204. I suggest it would make it wider if you do not limit its operation by enumerating a number of causes?—That may be so. A large number of the cases are senile—men become old, partially fatuous, incapable of managing their property.

6205. I am suggesting enlarging it, so as to cover every degree of feeble-mindedness?—The more comprehensive the better.

6206. If this were managed by cutting out the words: "Arising from disease or age," it would enable the Master in Lunacy to deal with every case where a person of infirm mind is incapable of dealing with his affairs?—What are the exact words?

6207. In sub-clause (*d*), cut out the words: "Arising from disease or age"?—Yes, that would do.

6208. Do you not think it would be an improvement? Would not "infirmity" by itself include insanity?—Insanity is itself mental infirmity. These words were put in to distinguish these cases that are not, strictly speaking, insanity.

6209. Power is given to administer the affairs of every person not detained and not found a lunatic by inquisition with regard to whom it is proved that he is mentally infirm and incapable of managing his affairs. That therefore excludes all lunatics?—Yes, I see no objection if you exclude the lunatics—they are excluded by the other sub-section.

6210. And by this, too?—I see no objection.

6211. Do you not think it would make it simpler and give much more power to the authorities to deal with it?—I think it would.

6212. And you would prefer that to the clause in the Bill?—I think so, yes.

6213. With reference to a matter which you dealt with about jury enquiries, under what circumstances are you contemplating the case of a person being brought before a tribunal who is of defective mind only, and who is not a lunatic and who you think should be decided on by a judge and not a jury?—I am talking now entirely of Chancery lunatics. The petition when presented, is accompanied always by affidavits of two medical men. If these affidavits show the case is one of insanity they show the nature of the case, and I should leave the law to operate as it does, giving the lunatic the liberty of demanding a jury and the judge the power of refusing him, but if the affidavits showed it was mental infirmity or defect then I should give no option in chosing a jury—I should let the judge take it alone.

6214. That would be going entirely *ex-parte* on evidence. The person whose liberty would be affected would be tried without the advantage of a jury merely upon the *ex parte* statements of two doctors?—Of course the petition has been served upon the person of defective mind and he has the power of employing a solicitor and summoning witnesses.

6215. But I am talking of the Tribunal you have to submit it to; you deprive him of the advantage which you give to the lunatic, of having a jury?—The judges do that now in cases of lunacy; they have to my knowledge done so.

6216. That is, when the alleged lunatic demands a jury, the judge in lunacy shall in his Order for Inquisition direct the return of a jury unless he is satisfied by personal examination of the alleged lunatic that he is not mentally competent to form and express a wish for an Inquisition before a jury. It requires personal examination by the judge?—In all cases I contemplate there would be personal examination by the judge, because they must go before the Tribunal.

6217. No, not personal examination; it comes by affidavit. This section goes on to provide that the lunatic may be required to attend before a judge, so it is a rare thing; it is only where the judge requires absolute attendance that he dispenses with a jury?—It would be quite possible to give the judge power to call for the attendance of the alleged defective person. As a matter of fact, at the present time I am sure that 95 per cent. of the cases are decided by the judge alone.

6218. By the master alone?—By the master or the judge. All the cases go before the Lords Justices.

6219. The case you gave of Mr. Justice Denman sitting, was under Section 94. where the Judge in Lunacy directed a case to be tried in the High Court; which is quite a different procedure. I cannot understand your wish that a recommendation should be made that the defective-minded person should be deprived of the right to have a jury?—Because the defect is generally so obvious; and it is a great expense.

6220. Can you remember a case in which juries have been demanded by people of defective intellect?—Yes, I think I do.

6221. How could they have demanded it?—A demand may be made without the patient really understanding—by the solicitor.

6222. Has it occurred in practice?—I think I have known cases of imbeciles who have been tried by a jury; of course that is very painful to the family.

6223. The next point is your recommendation that application should be made by the guardians or parish Council?—I was assuming the parish councils were exercising the functions of guardians in some cases, that is all.

6224. With reference to the statistics which you have dealt with, a great deal of your evidence has been based upon statistics taken from the census?—All those figures are guess-work. I do not attach much importance to them. They are the best computation I could form. I only take the census as one basis; the others I have derived from the reports of the Commissioners in Lunacy. By certain calculations I arrive at these results, which I am sure are very much within the mark.

6225. You have seen some evidence submitted to this Commission?—Only the evidence of Master Fisher.

6226. You have not seen the evidence about the census; that it is hopelessly valueless?—I have not. I believe it is very insufficient, but I believe it is a great improvement upon the previous census; the change in the household return has drawn in a great many.

6227. (*Mr. Dickinson.*) I see in one portion of your statement you divide the mental defects of children into three groups—the hopeless uneducable group, the intermediate group, partially educable, then the backward group, educable by skilled teaching, very nearly, if not quite, up to the normal level. You say "it is in the latter group that vicious and immoral tendencies connected with morbid or degraded impulses, appetites, and instincts more especially manifest themselves." That last group is what we generally know as the feeble-minded, is it not?—Yes.

6228. But you would say that from the point of view of the public it is the group of the feeble-minded that are the most deleterious?—Undoubtedly; they recruit the criminal and vicious classes.

6229. It is really those for whom least is done, who are most dangerous?—Yes. Might I put it this way; the idiots and imbeciles are, as it were, infants and children the feeble-minded have actually attained the age of puberty. In intellect they are arrested at a later period of life, with their instincts and propensities more developed, therefore I consider them much more dangerous to the public than idiots and imbeciles.

6230. If I understand your definition aright, the greater proportion of the feeble-minded are ascertainable before they attain the age of adults?—Yes.

6231. Therefore if, according to your system, the investigation took place while they were children, we should bring into our net a very large part of those who are the subject of this problem?—Undoubtedly.

6232. I see you have given us several interesting causes of this feeble-mindedness. First, I think, you place heredity?—That is in my view the largest.

6233. You give us some particulars of the heredity of the upper classes and the lower classes. Can you say whether there is more feeble-mindedness due to heredity in the upper classes or the poorer classes?—I cannot say. I have no evidence. They are numerous in the upper and lower classes. I think I mentioned in my report that Professor Laycock used to divide them into two classes of idiots—poverty and luxury idiots.

6234. You rather say it arises from inter-marriage?—Yes. Mr. George Darwin's investigations show inter-marriage is more frequent among the aristocratic classes. He made it 4 per cent. It was calculated upon same-name marriages. He found 4 per cent. in the aristocratic classes and, I think, 1·5 among the working classes.

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6235. As far as hereditary feeble-mindedness is concerned, I see you think it more prevalent in the upper than the lower classes?—It is frequent in the upper classes.

6236. I notice amongst other causes you place the conditions of living?—Clearly.

6237. You give the proportion of the feeble-minded in the poorer parts of Glasgow and York?—These are Mr. Rowntree's statistics and those of special committees in various towns, Aberdeen, Glasgow, and Dundee.

6238. Would that be due to causes happening to the child after birth?—They are mixed. There is heredity in those cases too. I believe a child born perfectly healthy, and of healthy parents, but born in extreme poverty, and half-starved during the whole period of its infancy and childhood, might grow up imbecile or demented owing to an unnourished brain or a badly nourished brain during the growing period. I think I also mentioned there are causes operating at birth—the free use of the forceps. Labour in civilised races has become more difficult; the pressure and injury to the child's head at the period of birth may produce idiocy. It is a fact that cases of idiocy are more numerous among males than among females, and this may be in some measure due to the fact that the head is larger in the male; but poverty in itself, and starvation, is one cause.

6239. And bad feeding of the child in its early age is one cause?—Yes—want of milk. They cannot get milk, and they give it condensed milk, or patent foods, many of which do not contain the fatty constituents sufficient to nourish it. Then they give all sorts of absurd articles of diet; bread, cheese, shell fish, and so on, and that produces gastritis, and that is the cause of convulsions; the child gets convulsions, and that arrests the growth of the brain.

6240. Taking the whole army of the feeble-minded, in your opinion, there must be a considerable proportion that are feeble-minded from other than congenital causes?—Yes, I only put congenital causes down for 30 per cent. 70 per cent. remain to be otherwise accounted for.

6241. 70 per cent. are accounted for by something happening to the child in the way of mal-nutrition?—And accidents to the head, and diseases, such as measles, whooping cough—they may leave their trace—and alcohol, of course.

6242. What is your opinion as regards a child of a feeble-minded mother? If the child in early years shows some tendency towards feeble-mindedness, can that be remedied by proper nutrition—proper care?—Up to a point. I do not think the congenital cases will be found the most remediable. The most remediable cases will be where there is poverty and starvation, causes operating on the child itself; but still, with the congenital cases, a great deal can be done to improve them, and make them self-supporting, whereas, if they are left uneducated and untended, they deteriorate and sink down into greater imbecility.

6243. If there were proper treatment of children during, say, the first sixteen, eighteen, or twenty years, a good deal of this feeble-mindedness could be done away with?—Clearly. I think a great deal of the feeble-mindedness we have to deal with may be prevented. Prevention is more important than provision.

6244. Although you commence rather by deprecating forcible detention of these persons, you admit the necessity for it?—Undoubtedly for the selected class. I do not propose to interfere with children in the care of their parents and maintained by their parents.

6245. Supposing the parents, as is often the case, when they find a defective child has become a really useful wage-earning child, claim to take it away from the home and it is known to everybody that it would be detrimental to that child or adult, what do you say then?—It seems to me an extremely delicate and difficult matter to interfere with parental authority, but I contemplate that if there is neglect or ill-usage or anything detrimental

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to the child, it should be interfered with. As long as a child is well cared for, an object of love and solicitude to its parents, and they are not seeking relief, I do not see how you can interfere.

6246. I can give you a case which I know in which a girl was claimed by her mother, a laundress in London. With very great difficulty we persuaded the mother not to take her away from the home. We have little doubt that if she had gone back she would very soon have fallen a prey to bad people?—That would be prevented by my proposal. I would place that feeble-minded girl in a special school, and on leaving it she would be put under a guardian, and the guardian's power would supersede that of the parents, and he or she would say: "I cannot allow this; you are taking the child, not for its own good, but for your own profit, and I will not sanction it." The guardian should be *in loco parentis*.

6247. (*Mr. Hobhouse.*) Would the neglect or ill-usage to which you refer be subsequent to the removal from the school or the home of detention?—I would act upon ill-usage at any period.

6248. But the ill-usage would not be till subsequent to the child leaving the place of detention?—The girl would be in a home under the authority of the guardian, and the mother would have to go to the guardian and say: "I want to have this girl home." She would say, "What are you going to do with it?" If the mother said, "Employ her in washing," the guardian would say, "That won't do, she is not equal to it; or, if you take her, I shall keep her under supervision, and the moment there is ill-usage I shall take her away."

6249. Then you would interfere with parental authority?—Yes, I would give power to the guardian.

6250. (*Mr. Dickinson.*) You suggest that this administration should be under a special department?—Yes.

6251. And under a Government Department?—Yes.

6252. Would that be a Department actually administering all the homes that are formed for the purpose?—It would be local administration, the proposed Department being in the same position with reference to the institutions for the feeble-minded as the Commissioners of Lunacy hold towards asylums. The immediate administration would be in the hands of the local authorities. There would be a central supervising co-ordinating authority, with large powers.

6253. A supervising department?—Yes.

6254. Not a Department like the Home Office in its administration of the prisons?—No; the prison Commissoners have the whole administration. I would leave that to local administration, with large powers to the Central Board, as the Commissioners have large powers in the case of asylums, over structure, management, diet, and every form of treatment that is carried out. I would have the advising power, the controlling power, in the hands of the central authority, with inspection, of course.

'6255. (*Mr. Loch.*) If you divide the Lunacy Commissioners' work and take from them such work as treating mental disorders, would you not find the difficulty of overlapping?—Yes, but that might be corrected.

6256. Would it not therefore be better, as this Act is so very broad, to make one authority dealing with mental disorder including all the phases of it?—That, as a man of science, I should prefer

6257. As a man of practice, would you not think it equally good from another point of view. If we had some other term as a common term instead of the word "lunacy," would not it be of great service, in practice, for instance in the asylums, especially, if, when there are a good many people with senile dementia who require an inexpensive treatment—the same authority could clear those out and deal with them in some other way and deal also with other phases of mental disorder?—There would be economy and there would be other advantages, but on the other hand it would be extremely difficult to eradicate the association of the lunacy, the lunatic, and the lunatic asylum. I think it would interfere with the work, if that association in the public mind were to exist, and I think there is such a large educational element connected with the new work that in the newly constituted Board educational experts would be needed; that kind of work does not come under the Commissioners now. They have nothing to do with educational or industrial training work.

6258. Is it not rather a new phase in the whole question, the newer educational work, and is it not desirable that the Lunacy Commissioners should extend their boundaries to consider it?—It does not fall within their purview except so far as the training of idiots is concerned; that is carried on and has been for thirty years in Lunatic Asylums with special wards or blocks. In regard to the weak-minded, I attribute much more importance to manual training than to linguistic education. The whole system of manual and industrial education I would chiefly rely upon. To supervise that I take it you want experts, I do not think their work would combine properly with the other duties of the Commissioners in Lunacy.

6259. I think you state in one of the papers you submitted, in the case of asylums for idiots, that the idiot is often at present, after a period, sent out of the asylum. What would you suggest to prevent that?—They are not sent out of the county asylums, but of the idiot establishments; they are elected for periods of five or seven years and in certain cases the Committee have the power of extending that from year to year, or doubling it; but in a large number of cases the idiots are sent home at the end of five years, and sometimes sent home worse than they went, in that they are more educated and mischievous. They have been educated to a certain point, and the old home ties and affections of the sisters or brothers, and so on, have died out, and they become a trouble at home and very often find their way into the workhouse or the lunatic asylum. I should extend the number of life cases in the establishments. At Colchester they have ten taken in for life, but great numbers are sent out.

6260. Is it not a question of money?—These are subscription cases. Of course the affluent cases in the asylums are not sent home at any fixed period.

6261. But the asylums would keep these cases, even although there is no contribution available, if they had money to do so. They would like to keep them?—In some they would. In some they have contracts with Boards of Guardians, and in cases of that sort, where the election period runs out, they might appeal to the Board of Guardians and say, "if you pay the ordinary rate of maintenance 10s. a week, or whatever it may be, we will retain this patient." Up to that time they have been maintained out of the general fund as elected cases.

6262. It is so serious a matter that there should be some provision by which the idiot does not go back to society, or even to the care of the guardians?—Undoubtedly. I think the idiot establishments feel that. They have been eliminating the idiot; they prefer the feeble-minded, and they have tried to get him; he is not so troublesome in his habits, and is more educable.

6263. Are not we constantly in a more difficult position for dealing with the idiot?—Yes.

6264. That comes under the Lunacy Commission?—Yes.

6265. Therefore the permissive powers of the Lunacy Act to provide for idiots are very insufficient so far as they are carried out?—They are perfectly ample if the county councils will act.

6266. Have you any suggestion for making the county councils act?—If you get a Government Department to require the county councils to act, just as the Commissioners constantly represent to county councils where there is not sufficient asylum accommodation for lunatics, they would say, "you have so many idiots you must provide for."

6267. Would you propose to take the idiots away from the Lunacy Commission as a group?—Yes.

6268. Your provision would be somewhat different from that of the Lunacy Act now?—Yes; it has been found advantageous to separate the idiot. There are always separate wards for idiots. In the old days they were scattered through different wards. Lord Shaftesbury said he considered it a very advantageous arrangement. He went to the Lancaster Asylum and saw the idiots all scattered through the female wards, and the

lunatics had he thought their maternal feelings so strongly developed by nursing these idiots that it contributed to their recovery, and he thought it so admirable a system that he afterwards appointed the medical superintendent of the asylum, Mr. Gaskell, one of the Commissioners in Lunacy. Other asylums have found it is advantageous to separate them; they are offensive in their habits, and require separate nursing. Several asylums have a separate department, on a separate piece of ground.

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6269. You would advocate separating idiots from lunatics?—Yes.

6270. (*Chairman.*) Is there anything you wish to add?—No.

E. MARRIOTT COOKE, ESQ., M.B., M.R.C.S., called; and Examined.

6271. (*Chairman.*) Would you tell us your qualifications?—I am a Bachelor of Medicine of the University of London, a member of the College of Surgeons, and a Commissioner in Lunacy. I have held appointments in two county asylums as the medical superintendent, first of all in the Wiltshire County Asylum for some years and subsequently in the Worcester County and City Lunatic Asylum for seventeen and a half years.

6272. You have been so good as to give us a statement of your evidence—may we put that on our notes?—It is entirely at your disposal.

STATEMENT OF THE EVIDENCE PROPOSED TO BE TENDERED BY E. MARRIOTT COOKE, ESQ., M.B., M.R.C.S., COMISSIONER IN LUNACY.

It is desirable that better provision should be made for the care and control of many of the poorer class of persons who are discharged from idiot asylums by the establishment of homes or colonies in which they could be permanently retained.

Those who have benefited most by the care and training they have received and who seem to be the most promising are those for whom this additional provision is especially required. Their physical condition has, as a rule, been developed satisfactorily during their residence in the asylum; they not infrequently present a bright, intelligent appearance, and a certain number have become, while under supervision, to some extent self-supporting.

Attempts, however, to place them out in the world, generally meet with failure, and the alternative is usually residence in a workhouse, where they often deteriorate, Being still feeble-minded, they cannot, if placed on their own resources, take care of themselves, and are unable to earn their living. They get into trouble, and some of the women become the mothers of illegitimate children. Ultimately they gravitate to the workhouse and the good they have derived from their training is, to a great extent, lost.

But if on their discharge they could be placed permanently under experienced persons in homes or colonies, the improvement in their condition would probably be maintained, and occasionally advanced; they would be kept from trouble and disgrace, which by themselves they are powerless to avoid, and, to a small extent at least, they would be self-supporting. Other advantages would also accrue.

The homes or colonies might be provided and managed by county councils, either separately or in union, through visiting committees, and might be subject to the Local Government Board, as the central authority, by whose officials they would periodically be inspected.

Boards of Guardians should be required to visit any cases chargeable to them.

The homes or colonies might also receive for care and control:—

(I.) Certain more or less youthful persons who having recovered from an acute attack of insanity are no longer fit subjects for detention in a lunatic asylum, but who, nevertheless, are left too weak-minded to care for themselves and yet are hardly suitable cases for the workhouse and have no friends to take charge of them.

(II.) Certain feeble-minded persons who pass in and out of the workhouses, most of them young women who are unable to protect themselves, and become mothers of illegitimate children and yet are not regarded by some as sufficiently imbecile to be detained under Section 24, Lunacy Act, 1890.

(III.) Some of the children who have passed through, or have been found unfit to continue in, the schools for defectives.

(IV.) Certain other feeble-minded women who are, at present, uncared for.

(V.) Perhaps also certain of the feeble-minded persons who are charged at the police courts with trivial offences. Any distinctly criminal element however, should be excluded from the homes.

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To be of any avail, the detention, in most instances, must be of a permanent character, though the cases would from time to time have to be reviewed as to their fitness to remain.

Upon what authority cases should be admitted into these homes is a question which presents considerable difficulty. If such admissions were made upon the order of a Justice of the Peace, supported by the certificate of a medical practitioner, similar to the procedure adopted in the majority of lunacy cases, undesirable overlapping of the two systems might be promoted and the risk incurred of persons being sent to the homes who ought most properly to have been dealt with under the Lunacy Act. On the other hand, admission merely on the application of friends or of Guardians, with the certificate of a medical practitioner, would in many instances not work satisfactorily and would give insufficient power for compulsory detention.

6273. (*Dr. Donkin.*) I have only, practically, one or two questions because the remarks you have made I can accept without further question. You state in paragraph 5 under the heading: "The homes or colonies might also receive for care and control"—"perhaps also certain of the feeble-minded persons who are charged at the police courts with trivial offences. Any distinctly criminal element, however, should be excluded from the homes." Have you thought at all what should be done with the criminal element?—I think they should be treated in, perhaps, similar homes but not mixed up with the cases who have no criminal tendency, just in the same way as we think it very desirable that the criminal lunatics should not be mixed up with ordinary lunatics in the county and borough asylums; and for similar reasons.

6274. Were you referring then to children or to all ages?—All ages.

6275. You are aware that there is a very large class of persons who from early life get into prison?—Yes.

6276. The existence of this class is one of the reasons which has led to this Inquiry?—Yes.

6277. Therefore it would come distinctly within our purview?—I would not mix them up in the same institution. I think it is most desirable that they should be kept apart because the influence of those who have a criminal tendency would be very detrimental to those who have no such tendency.

6278. You would think industrial colonies would be suitable places whither to send the criminal imbecile, the feeble-minded criminal?—Yes, I think they would be more properly dealt with probably by the Home Office.

6279. (*Mr. Hobhouse.*) I see you say in your statement that to be of any avail the detention must in most instances be of a permanent character. How do you arrive at that result?—I think it is one of the most difficult questions to meet. It is very difficult of solution indeed. I think the intervention of the magistrate would probably cause an overlapping with the existing Lunacy Acts and cause difficulty in that respect. It has occurred to me whether it would be possible for these patients to be admitted either on the application of guardians——

6280. Admitted to where?—Into these colonies and homes—upon the application of the natural guardians of the individual or of the Board of Guardians concerned supported by the certificate of a medical man, and then the desirability of their detention to be determined after a certain period of observation by certain members of the Committee who had gained experience in dealing with such cases.

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6281. Members of what Committee?—A Committee appointed by, I would suggest, the county council, who would have control and management of these homes, in accordance with my suggestions.

6282. You contemplate it under the control of a single or a group, of county councils?—Yes.

6283. To them you would like to see patients of feeble mind admitted?—Yes, certain classes—picked feeble-minded people.

6284. Only certain classes?—Only certain classes.

6285. What would become of the other classes?—I think there are a great many who might also be dealt with in the workhouses.

6286. Put that aside. They would be admitted to these homes on the application of the Boards of Guardians?—Yes.

6287. Or by their own guardians?—Yes.

6288. And that the ordinary Justice of the Peace, acting upon a medical certificate, would then order their detention?—No; I have very great doubts as to the desirability of the intervention of the magistrate.

6289. Who is to certify?—I suggest that they should be sent there at the instance of the guardians, to be supervised for a time by the Committee of Management and detained or not as thought desirable.

6290. Then you would throw the question of the detention on the Committee of Management?—Yes.

6291. Would that, do you think, satisfy the public as to the justice of the course?—I think if the cases that I have in my mind were sent to the Homes, it would.

6292. In your experience as a manager of an asylum and as a Lunacy Commissioner, would there be a large number of these cases in each county?—A considerable number; it is very difficult to say exactly how many.

6293. Probably amounting to 300 or 400 in an ordinary county?—Hardly as many. Take a county like Worcestershire; there would be hardly as many as that.

6294. At what age would they be admitted?—That would vary. Those that were sent from the idiot asylums perhaps might be from sixteen to twenty years of age; a few of them might be rather older. If you were to take the class I suggested should be sent from the asylums, they might be any age.

6295. They would be detained from the age of seventeen for life?—Subject to revision from time to time by the Committee with the advice of their medical men.

6296. Without any public examination taking place?—I think so. Practically it would be an extension of the Idiots' Act, under the supervision of a skilled management.

6297. How often would revision of the certificate take place?—I should think it ought to be yearly at first. It might be at longer intervals as time went on.

6298. Who would be the persons to undertake that?—The Committee.

6299. Always the Committee?—I think so, with the advice of their medical visitor.

6300. Is your suggestion that that Committee should be members of the county council or co-opted?—No; members of the county council specially selected from their interest in the work and knowledge of the subject

6301. That would rest with the county council?—Yes.

6302. Your idea in suggesting the Committee of the county council is, perhaps, to get some control through popular representation over the Committee so acting?—Quite so, and I think it would meet the difficulty. A large number of these patients would be drawn from schools; a certain number would come from the asylums; some from the idiot asylums. The county council now being the educational authority and also the authority charged with the management and supervision of the lunatic asylums, it would bring the whole more or less under one controlling body.

6303. Would these colonies be open for the reception of persons who had been convicted of crime?—I think it is very desirable that any really criminal element should be kept out of them—most desirable.

6304. You would treat them, whether criminals or not, as mere feeble-minded persons?—No, I think those that have a marked criminal tendency should not be admitted into the Homes. I think I say in my statement "Any distinctly criminal element, however, should be excluded from the Homes"—in Section 5.

6305. For the reception of those you would have other Homes?—Yes, under the Home Office. I would suggest an extension of the present system.

6306. You have heard what the last witness said as to the Departmental control of weak-minded persons. Would you agree with that—that they should all be placed under one new and fresh Department?—No, I do not. I suggest that it should be under the Local Government Board. These people should be regarded as persons requiring medical relief. Most of them would be chargeable to the guardians, and I think they would be more appropriately dealt with by the Local Government

6307. And the criminals dealt with?—By the Home Office.

6308. (*Dr. Dunlop.*) Your principal recommendation is that there are to be established Homes or colonies which are something more or less of the style of asylums, but different from asylums, for taking in the minor cases of lunacy?—Yes.

6309. And you give certain classes to be placed in these Homes?—All the feeble-minded and imbeciles.

6310. Defective persons?—Yes.

6311. Persons of unsound mind?—Yes; of course, all imbeciles and feeble-minded people are of unsound mind.

6312. The first class you suggest to be put in are those discharged from asylums?—Idiot asylums.

6313. No longer fit subjects for detenion in the lunatic asylum, but who nevertheless are too weak-minded to care for themselves. Those are the words you use in No 1: "Certain more or less youthful persons who, having recovered from an acute attack of insanity, are no longer fit subjects for detention in a lunatic asylum, but who nevertheless are left too weak-minded to care for themselves"?—That is really No. 2, because in the previous part I dealt with idiot asylums.

6314. Beginning with this first, No. 1, are the demented cases mild dementia following on acute insanity?—No, I had more in my mind people who are congenitally weak-minded, who have had an attack of acute excitement. I had not in mind people merely demented after an attack of acute excitement, but those who have probably reverted to about the same condition they were in before they had the attack of acute excitement, and who previously had not been under treatment anywhere

6315. Would you exclude secondary dements from those?—Yes.

6316. Why?—Because I do not think they would benefit by the treatment these colonies would provide.

6317. Mild cases of secondary dementia?—It would depend on the case; if they were not able to appreciate their surroundings or engage in any occupation I should say no.

6318. What should be done with the secondary dements?—Perhaps they might not leave the asylum.

6319. I think it is known, both to you and me, that many of them are discharged?—It is a question whether they would not be fit to go back to the workhouse; they might be little worse than a large proportion of the uncertified cases in the workhouses.

6320. You think it is a practical measure, and a desirable one, to draw a distinction between congenital dementia and secondary dementia?—Yes, because I think some of the congenital cases are capable of being treated in an altogether different manner. A good many of these cases when under control and supervision are able to be useful and do various things.

6321. The same applies to secondary dements, does it not?—Not to the same extent.

6322. The next class are weak-minded persons not at present certified. You are aware of the existence of a lot of these?—Yes.

6323. How is it they happen to be not certified?—We find very often in our inspection of the workhouses there are cases that we think should, for their own pro-

tection, be certified under Section 24 of the Lunacy Act, but the Medical Officer of the workhouse very often says: "No, I do not think this person is a lunatic; I cannot certify," and the result is that they are constantly going in and out, with very disastrous results. It is a question of degree; they are borderland cases. One doctor would say, "certifiable"; others "not." In some of the workhouses they are certified, and in others not. I think under the scheme I have suggested there are many medical officers who, though loth at present to certify them as insane, would be willing to send them to one of these colonies for treatment as feeble-minded persons, if there were not the intervention of the Magistrate.

6324. I gather from your answer that the personal equation has a good deal to do with the non-certifiability? —It has to a great extent, in these borderland cases.

6325. What do you take as the test of certification? Is it not the requirement of care and treatment, combined with some unsoundness of mind? Is not the requirement of care and treatment really a very good test of the situation?—Probably, ultimately, it is, but of course it is a question of degree, according to the institution the person is sent to. For instance the person who requires care and treatment in a lunatic asylum is obviously very much worse, mentally, than the person who may be dealt with in a workhouse.

6326. If the lunatic asylums were extended and labour colonies attached to them, parts of lunatic asylums, where they were made to work, and rather more roughly treated, let us say, then the class of person you describe as feeble-minded might be certified and sent to them?—No, we think it very undesirable that persons who are now of such a degree of unsoundness of mind that they can be certified and sent to an asylum should be mixed up with those who could not be so dealt with under the Lunacy Act. Our Board is very clear about that.

6327. Let me press this a little bit. You say yourself these are cases where some medical men will certify and others will not?—Certify for their detention in a workhouse, not for an asylum; under Section 24.

6328. But they are certifiable lunatics according to some medical opinions, and not according to others?—For a workhouse. There is a distinction whether a person is certifiable for being sent to an asylum or certifiable for a workhouse. There is the degree of unsoundness of mind at once involved in the question.

6329. Let us revert to the secondary dements. You get a secondary dement—a person who has not the energy to do an ordinary day's work. Would you consider that certifiable lunacy or not?—I think every case should be judged. Broadly speaking, such cases as you have mentioned might be certified, but in the agricultural districts they approach the ordinary person. It is very much a question of degree.

6330. Your recommendation is: certain selected feeble-minded persons from workhouses—that is your second group?—Yes.

6331. The third group are children who have passed through a special school. Have you personal experience of them?—No, but I know there are such cases. A year ago I was on a Departmental Committee where I had the advantage of hearing the views of a Member of the Board of Education, so I am conversant with the subject to a certain extent. I have not seen the cases myself. It is only what I heard at that Departmental Committee from an authority of the Education Office.

6332. You cannot say whether the defective children treated in the schools are generally imbeciles?—No. I know they merge very much one into the other.

6333. There is a good deal of over-lapping?—Yes, as there is between sanity and insanity.

6334. Another class is certain feeble-minded women at present uncared for. What do you refer to in that class? —I had in my mind certain women who lead immoral lives, and who are now dealt with by ladies in refuges to a great extent. They are really unable, many of them, to care for themselves, and as soon as they leave these Homes they go to the bad again. They have no moral control; they are not really bad, they are lacking. They ought for their own protection, and for the sake of the community, to be under care and supervision.

6335. Some are imbecile, and some are dements?—High-grade imbeciles.

6336. Some are dements?—No, I would not say dements, I would prefer to keep to the term high-grade imbeciles.

6337. Dementia precox?—No, I would prefer to keep to the term high-grade imbeciles.

6338. Again you would exclude secondary dementia from that?—Yes, in those particular classes.

6339. Is there any practical advantage in separating congenital cases from acquired cases, when the intelligence is practically on the same level?—In this class I am only dealing with cases of congenital weakness.

6340. Why restrict yourself to that?—Because I do not think the cases that get into these refuges that I refer to are dements.

6341. I have seen them?—They are exceptional. I was dealing broadly with the subject.

6342. It would be broader if you did not limit it to the congenital?—I think there are so few of the secondary dements that they might be excluded, almost, from consideration.

6343. Then you come on to the police court cases. You use the term: "Any distinctly criminal element." What do you mean by that? Is a dangerous lunatic a man with a criminal element—a lunatic who commits murder?—I mean that in certain lunatics and imbeciles there is a large element of what is bad. Those are the cases I would exclude.

6344. Do you refer to crimes of violence, crimes against property, or crimes against decency, or all?—Crime generally, but especially against property and the person —that is what I have in my mind.

6345. The case of the imbecile who pilfers is to be treated in a different way?—No; that is the class I rather intend to exclude when I say, some of those. I think an imbecile who, perhaps, steals a penny, is a case that might be sent to a colony.

6346. Let us think of dements. You say petty pilfering cases should be sent to the Home?—I think every case should be dealt with on its own merits according to the history of the case, and what they have done. It is difficult to generalise.

6347. It is a general statement; I would like you to defend it. Our criminal population is extremely mixed; the great majority are harmless drunkards; they are not genuine criminals. Petty theft, you say, is not sufficient to exclude?—I was taking that as an instance. In the asylums it is common knowledge of medical superintendents, and of our Board too, that criminal lunatics are very much more difficult and troublesome to deal with, and that their influence on the other patients is distinctly bad. It is an element that I would wish to exclude from these colonies.

6348. Would you exclude all cases that have been through prison?—No, not necessarily. I think every case wants to be judged on its merits.

6349. Can you give us any information what those merits should be. If you get the weak-minded person committing an assault, you would exclude that weak-minded person from the colonies?—It depends on the nature of the assault.

6350. You are aware of the great dislike of all asylum superintendents to receive cases from prison?—Yes; I think there are some about which it does not matter, but generally speaking, that is so.

6351. What do you mean by the criminal?—I use the term broadly. I do not want to restrict it to any particular class, whether King's Pleasure men, or those found insane on arraignment. I prefer to keep to the term criminal.

6352. There is a great prejudice—it is a great deal more prejudice than actual?—Certainly not. I feel very strongly from my own experience that many of these criminals exercise a very deleterious effect in the county asylums.

6353. I have seen a man in prison for begging; sentenced to five days. He developed pneumonia on the Wednesday in the particular week, and they would not take him at the county hospital because he was a

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criminal, but on Friday they would, because he was no longer a criminal, being dicharged from his sentence Do you think that a reasonable attitude to adopt?—No. It is commonly recognised that a genuine paralytic very often does very silly acts of pilfering. These are not cases I would wish to exclude; those are not the criminals I mean. It is difficult to explain in words, except generally, what criminal means; but I think when you are brought into contact with cases you realise what it is. That is the experience of all county asylum superintendents, and of our Board.

6354. The county asylum superintendent and visiting committee do not like the prison cases, do they?—No.

6355. Do they do their level best to get rid of them at the earliest possible date?—They cannot. There is no alternative; you cannot get rid of them.

6356. Can you tell me that they are as carefully tended and as long kept, for convalescent purposes, in an asylum as other insane persons?—I think so. I think the question is entirely whether, in the opinion of the superintendent and committee, they are fit to be at large, and the question of getting rid of them, in the way of turning them out of the asylum, is never considered.

6357. They do not like them?—They do not like their admission, but that does not exercise, I should say, the slightest influence on their discharge. That is my experience.

6358. Have you had much experience of that class of case?—I have had a great many cases in my time under my care.

6359. Chronic lunatics, paranoiacs; are they kept indefinitely?—A great many chronic cases are most dangerous people—amongst the most turbulent.

6360. We have had evidence of recently discharged asylum patients committing insane crimes?—Yes, unfortunately it has happened over and over again that a patient who is thought to be recovered has gone out and committed murder.

6361. One class of defective person I should like your opinion on—we have had a little cross-evidence about it—that is senile dements. There seems to be a popular clamour that senile dements should be treated on an inexpensive scale. Do you think there is reasonable ground for that? Are they not very often very troublesome cases requiring the most expensive treatment in the way of nursing?—A certain number are, and they cannot be dealt with better anywhere than in an asylum, but on the other hand a considerable number of aged people are now sent to asylums who might with advantage be dealt with in special infirmary wards in a workhouse or an institution like that which the Metropolitan Asylums Board have lately provided at Tooting Bec; but it would not be done any cheaper.

6362. All extreme cases require practically hospital treatment?—Yes, feeble old people require hospital treatment. We feel the sending of a great number of these cases is not improper in the sense that they are not insane, but only because they might be dealt with just as well outside the asylums, and so the asylums would not come to be such huge institutions as they are, and the patients who really must be sent to the asylums would have more individual treatment, and the asylums would not grow to the undesirable size they do.

6363. Your attitude is, it is desirable that relief should be given to the asylums?—Yes.

6364. They are crowded, and you want new institutions to relieve the asylums?—Yes, or adjuncts to the workhouses. We find some workhouses will retain a great number of these old dements, many who are constantly in bed, and deal with them admirably, and another workhouse will not keep them, but send them to the asylums.

6365. To revert to the Homes or colonies, they are places for treating persons of unsound mind requiring care and treatment. You make a recommendation that they should be under the control of the Local Government Board rather than the Lunacy Commissioners?—I do.

6366. What is the reason for that statement?—Because our Board feels that we should have nothing to do with patients who must be dealt with outside the Lunacy and Idiot Acts.

6367. These are lunatics under the definition in the Lunacy Act—persons of unsound mind?—No, they are not certifiable.

6368. The Lunacy Act does not limit the definition of lunatic at all—"a person of unsound mind." Lunatic means, "idiots or persons of unsound mind?"—The certificate says "is a proper person to be sent to an asylum."

6369. Do you consider it advisable to have a dual Lunacy authority?—Not a dual Lunacy authority.

6370. Well, a "dual defective mind" authority?—Yes, I do.

6371. Do you not anticipate administrative difficulties?—No, there are no difficulties now between our Board and the Education Department with regard to the defectives in the schools, and there is no reason why difficulties need arise under the system suggested.

6372. There are difficulties now?—No, there are none.

6373. Do you not anticipate that if the Local Government Board are in charge of one, and the Lunacy Commissioners in charge of another, there will be difficulties?—I do not think so. We never have any difficulty with the Local Government Board in dealing with lunatics and imbeciles in the workhouse, although we have power of visitation and report. Our reports go to the Local Government Board, but we never have difficulty.

6374. You anticipate no difficulty from the division of authority?—No. There is one thing that has occurred to me which I am rather loth to express, because it is not the general feeling of our Board, and that is that, if these colonies were provided, we might have the same power of visitation and reporting that we have in the workhouses; but I think the majority of my Board do not hold that view; they think we should have nothing to do with them.

6375. A witness very recently before us gave us evidence showing how a local authority who wished to start a small Home for defective and imbecile children applied to the Lunacy Commissioners, who raised enormous trouble and completely choked the whole movement—are you aware of the case?—Is it in reference to the conversion of some schools in Somersetshire into a county asylum?

6376. Into a Home for defective children?—Into a Home for defective imbeciles under the Lunacy Acts.

6377. Shall I read you two or three words from the evidence and ask if you have anything to state about it? "This Statute will not allow an institution to be established except on a freehold or a long leasehold vested in the public authority; it requires in the case of every asylum, however small, the appointment of a chaplain, a resident medical officer, a superintendent, a clerk, and a treasurer." Do all those difficulties exist?—That is so under Section 276 of the Lunacy Act. Those officers are obliged to be appointed in a lunatic asylum.

6378. No matter how small the establishment is?—As a matter of fact there are no small establishments. In the case you are referring to they wished to convert some schools into an asylum for idiots, it being understood that the children were to be idiots of such a degree that they were certifiable under the Lunacy Acts. They wished to provide a small idiot asylum under the Lunacy Acts, which they have power to do.

6379. Do you think it is necessary to have all these restrictions. Would you not suggest a little more discretion should be allowed to the Lunacy Board?—Yes, we think it would be highly desirable in this particular instance, but we have no alternative.

6380. And many other instances that might crop up. It is a matter for the Commission to suggest that Section 276 be made a little more elastic?—I think so. I am sure our Board feel that as regards idiot asylums. We think these officers should be provided in lunatic asylums proper, but where they are merely idiot asylums provided under the Lunacy Act we should be glad to have the discretion.

6381. And even in lunatic asylums the same discretion?—No, we think a chaplain very desirable, and also a resident medical officer.

6382. And a clerk and a treasurer?—You must have a clerk to look after the orders and to attend to other statutory work.

6383. Surely the matron in a small establishment could be matron, clerk and treasurer ?—Not treasurer of a big county asylum.

6384. I am talking of a small establishment ?—I do not think the treasurer is any difficulty; there would probably be some county official available. A certain amount of elasticity in reference to the establishment of special idiot asylums is advisable.

6385. (*Mr. Greene.*) Several witnesses have referred to the importance of in some way dealing with Section 116, Sub-section (*d*). Do you think it would be desirable that the words of Sub-section (*d*) should be altered in any way ?—In the manner you indicated. I heard the evidence this morning.

6386. You think it would be well for the words " arising from disease or age " to be cut out ?—Yes.

6387. So as to give wider scope to doctors and to lunacy authorities to get people within their charge for the administration of their property ?—Yes.

6388. Instead of adding to the number of limitations, it would be better to exclude the necessity for limitations ?—Yes, I think so.

6389. (*Mr. Byrne.*) What prospect do you think there is of the present asylum authorities providing sufficient accommodation for idiots to meet the national want ? We have been told that there is not sufficient provision in the country for idiots; that there are only a few institutions, and some of them are rather expensive ?—Are you referring to county asylums ?

6390. Yes.—There is a distinct flow in the direction of providing special accommodation in asylums for idiots under the provisions of Section 242. There are several plans that have lately been before our Board, in which there are special blocks provided for idiots under that section.

6391. Is that in consequence of your urgent representations ?—I think so. I ought to confine it to idiot children; not to adult idiots.

6392. Do you think the progress that is being made is so marked, and so likely to continue, as to relieve this Commission from any necessity of urging further provision for young idiots; in other words, do you think the asylum authorities will gradually, under your representations, fill up the gap that now exists ?—It is very difficult to say.

6393. It is a slow process ?—It is; it does not go as fast as we should like to see it do.

6394. Can you make any practical suggestions which might lead to its being expedited, or being met in other ways ? Do asylum authorities contribute to the extension of, or the maintenance of children in, the existing idiot asylums ?—No; the guardians do that.

6395. The asylum authorities have no power ?—No.

6396. Do you think it would be useful for them to have that power ?—I do not think the existing idiot asylums could accommodate more.

6397. They are practically full ?—They are practically full, for pauper patients.

6398. They are not being extended, as far as you know ?—No; in fact for certain classes there are fewer. The tendency is for the idiot asylums to take the higher grade imbeciles rather than the lower.

6399. Can you suggest any practical steps towards expediting this important provision being made ? Perhaps you will think it over ?—Knowing that the necessary powers exist for the provision of asylums for idiots if the local authorities choose to exercise them, I have not considered that point. Yes.

6400. But they do not ?—There is a tendency for them to.

6401. There is a little improvement, but for many years there was refusal ?—I do not know whether you care to hear the names of the County Asylums where they have special provision for dealing with idiots ?

6402. I think we have that.—There are several within the last few years that have been added. There are plans at the present time before us for the provision of special blocks at certain asylums.

6403. Speaking generally, not with regard to idiots only, do you think the practice of the existing law leaves nothing to be desired in the matter of bringing about the combination of authorities who deal with lunatics, for the purpose of making the necessary provision ? Do you think the Lunacy Acts are satisfactory in that way ?—I think they are, generally.

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6404. The net result is that every locality practically provides its own complete asylum ?—Yes.

6405. That does not make for economy ?—I do not think that by providing special asylums for chronic and imbecile patients there is the economy that is generally supposed. If you take an asylum where there are 800 patients, it consists of many departments. The infirmary is a very important part, a great deal of nursing is done there. Then there is the department where the acute and curable cases are dealt with, another where epileptics are kept, another where workers are, and another for the imbeciles and the more feeble-minded. The original cost of each of these departments, although usually mixed up together, if separated out would be found to vary greatly. The cost of the part of the asylum for the acute and curable patients would be found to be much greater per head than the imbeciles' part because in the former department there are many more single rooms, and the dayrooms and dormitories are more numerous and smaller as too many troublesome and acute cases cannot be congregated together; the imbecile and milder cases are placed in wards that will accommodate as many as from 60 to 100.

6406. The same with infirmaries ?—The infirmary department is also more expensive to build. Those wards that receive the demented and imbecile cases are the cheapest portions of the asylums. So much for the structural portion. Then if you come to the maintenance, in much the same way the maintenance of an acute and troublesome case costs very much more than that of an imbecile or chronic dement. A curable case has to be given quantities of beef-tea, milk, eggs, and everything is done to get him well. The clothing also is expensive; special clothing is provided, and very often it is destroyed in large quantities. If you worked out the cost of many acute patients you would find it would amount to from £1 to £2 a week per head. The cost of maintenance of the imbecile would probably be about 5s. When you average it over the whole number of patients the cost is between 8s. 6d. and 10s. For these reasons the saving in cost in providing asylums for chronic cases in the long run is not as great as at first it would seem to appear.

6407. If you have a county asylum of the present complete type, you could not attach to it very simple, humble wings for the chronics, who require very little attention, but those people might be perfectly well and properly and humanely provided for in an institution consisting of little more than plenty of airing courts where they could sit about, and dormitories to sleep in ?—I do not think it is possible to provide much cheaper accommodation than the imbeciles have in our asylums now. It merely consists of four walls; it is very simple.

6408. You think no further economy is practicable ?—No. If you go to Lancashire, at each of the county asylums there are large annexes, separate buildings where the dements and imbeciles are treated. I think it is almost impossible to provide cheaper accommodation than that. It is most simple in its character; there is no architectural beauty about it; the grumbling very often is that it is too plain.

6409. You are aware that in other countries accommodation is provided at a very much less rate, even making allowance for the different cost of material and work ?—That is not my experience, and I have visited most of the asylums on the continent, and I should say as regards some of the newest asylums erected on the continent, if they were erected in this country, the cost would be above the cost of the asylums now being built in this country.

6410. So that even in recommending colony establishments to provide for the feeble-minded you would not expect any economy to be arrived at under the present asylum accommodation ?—No. I am afraid I cannot hold out any hope for that—not as an economical matter.

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6411. Have you any acquaintance with any of the colony asylums abroad ?—Yes, I have visited several. One near Leipsic, at Alt Scherbitz.

6412. That is a handsome building, the buildings are separate, but it is not a colony in the sense that it is a cheap rough accommodation for people intended to spend their whole life in the open air ?—Many of the cases treated at Alt Scherbitz Asylum are not very different from many of the ordinary inmates of the workhouses in this country. Many of the patients in the Alt Scherbitz Asylum are cases which we should hardly say in this country required asylum treatment.

6413. So if you have these colonies you think there would be something like £200 to £400 a head paid for the initial expense ?—No. I thought you were referring to the maintenance side of the question. I do not think these colonies would cost £400 a bed.

6414. That is the question. I began by asking you "do you think it would be cheaper than the present asylums ?" You said, "no."—I missed the point of your question.

6415. I meant, would the initial charge for starting a colony for these people be substantially less than the starting of an asylum ?—I should think it would—not less than the annexe of some of the asylums. It would be less than the average cost per head of the mixed asylum, but I do not think it would be less than the cost of the cheapest part.

6416. If it were the practice of County asylums to provide on what is called the colony system in England, you see no reason why there should be any difference between them at all ?—No.

6417. At any rate there is no change of law, or change of the system, which you could recommend which would tend to economy ?—In the present lunacy administration ?

6418. The present lunacy law, or administration ?—I do not think so.

6419. You think the asylum authorities, aided by the expert advice of the Lunacy Commissioners, produce the best results at the lowest cost at the present moment ?—I think so. We are very careful ; we very carefully consider the plans when they come up to us. Our great wish is to introduce anything that we think will tend to the recovery of the patients ; that is our primary object.

6420. I take it that anything very novel and fantastic you would not agree to ?—No. We do our best to ascertain that there is a real reason for what is proposed, and our suggestions are made after careful deliberation and in the belief that they will be productive of good results.

6421. You would not shrink from a generous supply of orchidaceous plants to please them ?—Yes, I should decidedly ; but we think such things as inexpensive plants are most excellent in any asylum for interesting the patients and benefiting them.

6422. And of course they would interest and benefit the feeble-minded, who have a little bit more intelligence ?—I would not say more intelligence. Many of the maddest people have a very large amount of intelligence. The man who thinks he is King of England may be a clever man.

6423. Have you seen the Tooting Bec Asylum ?—I have. I have visited it twice.

6424. It is not in style very much more elaborate than the ordinary average county asylum ?—I think it cost more than the average county asylum. I was informed that it cost £400 a bed. There are some departments not included which we have in the county asylums. There is no recreation hall, because the patients are aged people, and there is no building specially provided for religious services.

6425. (*Mr. Chadwyck-Healey.*) That cost includes the land ?—Yes ; so it would in a county asylum.

6426. Yes ; but land is much cheaper in the country ?—Yes.

6427. (*Mr. Byrne.*) It also includes an administrative block which is big enough for a larger asylum. Dr. Beresford in giving evidence the other day told us it was the very acme of medical treatment and care that was given to those people, and it was quite unnecessary ; it was such as they would never know in their private life, supposing they were not insane, or would never have even heard or dreamed of, and in his opinion it was unnecessary, and it was in no way the duty of a wise and humane State to provide such luxury for them. Do you agree with that opinion ?—I think the same results might have been obtained at less cost.

6428. In other words you do agree with the opinion that it is an unnecessary throwing away of public money ?—It is a rather serious thing to ask me to say that of another Department.

6429. You have seen it as part of your public duties ?—I think it is—well, unduly extravagant.

6430. One of the references to this Commission is that they must be very careful to secure economy in any recommendations they make ?—Might I qualify the answer I have just given by saying that I do not think the actual accommodation provided for the patients in the wards is extravagant, but I think the extravagance is in the offices and such places as bathrooms, &c. The actual accommodation where the patients live is not unduly extravagant.

6431. Do you think the system by which it is administered is as extravagant as the building itself. Take one point put to Dr. Beresford. These old people sinking into the grave are carefully got up, dressed, and washed every day—that is better for them and more cheerful and may prolong their lives by a few minutes, days, hours or weeks ; but really it is quite unnecessary. Do you agree with that ?—No, I do not in the least. I think it is only the humane treatment they would receive in any workhouse ; they do not get superior treatment to that accorded the patients in the best managed workhouse infirmaries.

6432. In many workhouses people like that are allowed to stay in bed till they die ?—No, I do not think so—not in well-managed infirmaries ; they get them up if they are well enough to get up ; it would not be a kind thing to require them to remain in bed ; it would render them liable to bed-sores. When they can be got up I think it is a good thing to do. The provision of Tooting Bec is an instance that it is not necessarily an economical proceeding to provide for a special class of imbeciles ; the whole of the work of attending to the patients and the wards has to be paid for. In a mixed asylum you get a certain amount of help from the other patients. At Tooting Bec the patients are almost all so feeble that everything has to be done for them even to feeding them.

6433. They cannot sweep the corridors ?—No, or do very much other useful work that is done by patients in lunatic asylums generally.

6434. That accounts for some of the extravagance ?—That accounts for the high rate of maintenance, 17s. per week as compared with 10s. in a county asylum.

6435. You have no practical recommendation as to how such things should be prevented or discouraged if we deal with the feeble-minded?—Such things as what ?

6436. As the extravagant features of Tooting Bec ?—A Central Authority would exercise a general supervision over all these places, I suppose. Central authorities have a great difficulty. We find when plans are sent up to us that we are bound to see that everything is introduced to make them as reasonably good as they can be made, otherwise we find if anything subsequently goes amiss in the least degree, we as a Department are blamed for it.

6437. As a corollary to that, would you say it is the duty of the Central Authority to cut off every single one of these things which you have seen were provided, until they brought it down to the bare necessities for such a class of people that common humanity required you to provide. Is that the duty of the Central Authority ?—I think the Central Authority should do all they can to put their foot down upon undue extravagance.

6438. What do you mean by "undue extravagance" ? Do you mean we are too humane to this class of people, that is to say that we give them too many luxuries ?—I think in matters of detail the tendency of late years has been to undue extravagance.

6439. The remedy you would suggest would be a stiffer back on the part of the central authority ?—That is the way in which it can be remedied. If there is undue extravagance our Board try to do all they can to cut it down.

6440. Is there anything like competition among local authorities in having striking buildings and medical luxuries ?—I think that varies. Some authorities seem to be too parsimonious, others like to be able to say that they have the best building that can be obtained. In most counties I think it is the wish of the authorities to avoid extravagance—that is my experience.

6441. In fact you think the accommodation provided for lunatics in England is just about what it ought to be, roughly speaking ?—I do, with perhaps some tendency to extravagance in details.

6442. Which a proper central authority ought to remedy ?—And does remedy a great deal. I could point to many instances in our own department—I would rather keep to that—where we have brought about a considerable reduction in prospective expenditure, while at the same time endeavouring to have everything introduced which we thought would promote the reasonable comfort and amelioration of those patients who had any power of appreciation.

6443. The last witness, in answer to a question whether he thought the existing legal methods of certifying insane persons might be applied without any change of the law to those who are not now found certifiable—whom we call feeble-minded—said he thought it would be objectionable that the existing law and method should be extended to them, because it would create prejudice against lunacy administration. He went on to say that if these people showed themselves socially dangerous they can be dealt with, meaning I presume that they are dealt with. There are many people who are not now always under a Lunacy Certificate who are socially dangerous, and who are not dealt with, such as those in and out of asylums and prisons—that is a large class ?—Yes, a good number.

6444. Perhaps they are more remarkable from the attention they excite than the actual number of them ?—That is so.

6445. The paper which I showed you sets out the case of a woman, still alive and in middle age, who has been convicted twenty-two times. She has been in several Homes and infirmaries and had to be dismissed, has had one month's hard labour for drunkenness, three days after she was in prison, found insane and sent to an asylum, then discharged from the asylum at the end of the month, afterwards drunk and disorderly again, and had one month's hard labour; was again certified insane and sent to our asylum, and discharged a month afterwards. Then we have a year nearly after she was discharged from the asylum and so on. For seven years we find her being sent to prison for slight offences such as drunkenness, wilful damage, assaulting the police, and being found insane within a few days after her reception in prison, and being sent to Prestwich or one of the Lancashire asylums, and invariably being discharged from the asylum in a short time. It is very sad to have cases like that. We know of a great many of them at the Home Office. Have you any suggestion to make with reference to the best way of dealing with such persons ?—No, unfortunately, she is one of a certain number of the borderland cases with whom it is most difficult to know how to deal legally and yet for the best. She probably has a weak nervous organism which a comparatively small amount of alcohol affects. She takes it may be a comparatively small amount of alcohol, it is poison to her, and she becomes deliriously insane. Then, as soon as the poison is out of her system, the insanity has gone, and she cannot be retained in an asylum.

6446. Do you think we may take it for an absolute certainty that in not a single one of these discharges from an asylum was the superintendent either negligent or unduly hopeful—in other words that he acted rightly every time ?—I think so; he probably felt it was a necessity. In the Lunacy Act, 1890, many stringent additions were made, rendering it more difficult for borderland cases to be kept in asylums; the number of certificates that have to be furnished by the medical officers makes it more difficult for these cases to be kept; the medical officer must certify the particular moment at which the patient is insane.

6447. Without reference to the patients' previous history ?—Without reference. They have to state the facts indicative of insanity at the time of observation.

6448. In the case of this particular woman the doctor who had seen her in and out seven times and more—because his record is quite incomplete—and who knew perfectly well as a man of the world that she would be in the hands of the police within 24 hours, could he do anything but let her out ? Could he not say the woman is tranquil now but when she came into the asylum she was incoherent, I still hold her to be insane, the least excitement will throw her off the balance; is it impossible for him to do that ?—I think so. The case is complicated with drink. The mere fact of a woman having a tendency to drink is no reason why she should be kept when she evinces no evidence of insanity.

6449. Once when she was discharged she was taken to the station by a warder; her mother met her at the other end; she had never been out of the train or carriage and her mother found her shouting and making faces at the passers-by and threatening to assault everyone within reach; she had been discharged two hours before as sane ?—Of course a man may make an error of judgment.

6450. She probably would not be in that condition when she left the asylum ?—No, I should think not.

6451. Do you think that the doctor would have been justified in anticipating this and signing a certificate that, although she was tranquil at the time, she was still insane from his knowledge—he had known her for ten years—and she might be expected to break out in violent assaults in five minutes ? Would not that have been reasonable conduct to hope for from that superintendent, or is there something in the Lunacy laws which prevents him taking an obviously sensible course ?—If I thought a patient in five minutes might break out I should not say he was recovered. It is a matter of what he thought at the time.

6452. If you had a woman who had done so seven times, the expectation that she would do it again would be reasonable ?—Yes; there are such cases. They are most difficult to deal with.

6453. I do not want in any way to suggest blame to anyone ?—I think the man might be trying to do his best and thought he was quite right in discharging.

6454. Do you think some men would take other courses ?—I think some men would. I have myself.

6455. There is nothing in the Lunacy laws which would have prevented that doctor saying, "the woman is tranquil and quiet now, has no overt signs of insanity at this moment, but I still hold her to be insane, knowing her history." Then he could repeat parts of her history that he thought important and say, "I consider her present tranquillity is only momentary and will pass off." ?—Yes.

6456. Supposing he did write that ?—We should accept it if he said he believed she was still insane.

6457. There are a great many of these cases; is there any way of securing that more of them shall be dealt with in the way which you yourself would be inclined to adopt in this case ?—I do not think so. I think it must be left to the medical officer of the asylum and the Committee. Of course, all these cases are seen by members of the Committee.

6458. Is there any temptation to the superintendent of the Lancashire Asylum, or any other authority which has not carried out the full duty of providing asylum accommodation, to turn out people the moment they can say conscientiously they are recovered. ?—There has been such a necessity in order that very acute cases might be received.

6459. That is a very undesirable thing ?—Yes, hence the reason for our frequently urging, as we do, the timely provision by the local authorities of additional accommodation when we think it necessary.

6460. Do you think this temptation, which undoubtedly exists, acts in many cases to the public disadvantage; that is to say, people are discharged who

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should not be discharged, but should be under observation a longer time?—It must always have a detrimental effect.

6461. Can anything be done to strengthen the representations of the Lunacy Commissioners in bringing about a better supply of accommodation?—We have the power, where local authorities persistently decline to provide additional accommodation, of reporting them as in default to the Home Secretary.

6462. It is not so much persistently declining as delaying?—That is the difficulty.

6463. Can you think of any way in which the Commissioners' hands could be strengthened in that matter?—There is the ratepayer's side of the question.

6464. But, *ex hypothesi*, if people are wrongly discharged and get into trouble outside they are costing at least as much as they would in a well-managed asylum?—I think the present law is adequate. I do not know that we could ask for it to be strengthened in that repect. We have not discussed this point.

6465. It amounts rather to a scandal in some districts. Lancashire is very much under-asylumed?—Yes.

6466. London is still worse?—Yes.

6467. The London County Council are, to put it mildly, several years behind with their accommodation?—Yes, and in Lancashire the question of a site has been under consideration three years—it is nearly three years since I inspected the site for another lunatic asylum in Lancashire, and it has not yet been decided whether they are to build one there or not.

6468. The delay is not always the fault of the local authority?—No.

6469. The Central Authority sometimes takes time?—Yes, I do not know that there has been undue delay. Where there are such large sums of money involved the greatest care should be taken.

6470. London has been delaying for some time past, and this has caused great expense by compelling them to send their lunatics to other parts of the country?—Yes, on the ratepayers of the County of London.

6471. London is behindhand still?—Yes.

6472. In spite of repeated remonstrances?—Yes.

6473. (*Dr. Needham.*) With reference to the schools, was there any reason why those schools which it was sought to have fitted up as an asylum, which you were referring to a little while ago, should not be affiliated to the county asylum?—It was thought very undesirable for a long time, but it was finally decided that it might be done.

6474. That was suggested by the Board?—Yes.

6475. Then it could have been done?—Yes; but for a long time an opposite view was taken to that. It was held for a long time that it should not be done.

6476. Ultimately it was decided it could be done?—Yes, but not till comparatively recently in the negotiations.

6477. There was some question as to the superintendence of this particular asylum that was suggested, as to whether a woman should be the doctor?—That is so, and it was finally decided that she might be allowed.

6478. It has not been usual with the Commissioners, has it, to be consulted about the appointment of a medical superintendent, or that their sanction should be asked? No, but they asked us.

6479. It has not been usual for that to be done?—No.

6480. The Act of Parliament puts it in the hands of the Visiting Committee?—Yes.

6481. There is no reference whatever to the Commismisioners?—No.

6482. Except by the courtesy and grace of the Committee?—There is no instance that I know of in which there is already a lady at the head of an asylum.

6483. There is no objection, as far as the Board of which you are a member is concerned, is there, to a Committee appointing at their own option a female medical superintendent?—It has never arisen, I think.

6484. There is nothing in the law, I say?—As far as I know; I do not know whether the Board would sanction it.

6485. I put it to you that the Board are not asked to sanction it; that it is not a question of the sanction of the Board, but a question of the Act of Parliament which puts the matter in the hands of a Committee—is not that so?—I do not know. I think the Board would probably wish to consider that point.

6486. (*Mr. Chadwyck Healey.*) I gather that you are clearly of opinion that, for the sake of society, detention of some kind is necessary in the case of feeble-minded people?—Especially for their own advantage.

6487. Do you confine that opinion to children only, or do you take in the adults?—Children and adults, especially when they have had a certain amount of training; otherwise the advantage they have received is thrown away.

6488. You suggest that the children should be, if I may use the word, caught; they should be discovered or brought under control by means of their parents or guardians on the one hand, or the Guardians of the Poor on the other hand?—These colonies that I suggest would be nearly all for adults, because they would be principally for patients discharged from the idiot asylums.

6489. I am asking you rather to consider another class who have not been in the idiot asylums at all, say children who have been in the special classes up to the age of sixteen and then discovered to be feeble-minded, say improvable if you like, but at all events feeble-minded. Your opinion is they should be detained subject to inspection?—If they are bad enough.

6490. There will be a large class, probably, of those children who have not had the special training and who are about in the streets and elsewhere, who are unquestionably feeble-minded, and according to your view ought to be under detention. That would be so, would it not?—Yes, but it is rather a side of the question I am not conversant with.

6491. Our knowledge of the world I think will supply that information. You would get hold of those children and bring them under control, take them out of the streets? I understood your suggestion was an application by their parents or guardians?—Yes, or the Guardians of the Poor.

6492. Assuming the parent to be indifferent or unwilling—and a great many of them are—could you suggest any other way of getting hold of them?—Would it not be by the educational authorities?

6493. I was coming to that, to see if there was an alternative there. Take the case of the Guardians of the Poor, do you think they would be effective in gathering out the feeble-minded, bearing in mind that they would have to contribute to their support?—A proportion of them would. A great many guardians are very much interested in the subject and want to do the best they can for the feeble-minded.

6494. But in small places in the country districts where Boards of Guardians are very careful about money, do you think that system would work well?—I think there might be difficulties.

6495. What do you say to the School Board officer? Yes, I think so; that was rather my suggestion in paragraph 3.

6496. Does not that rather point to making the central authority which is to control this class a branch of the Education Office; to treat it as educational rather than as suggesting infirmity of mind?—That is one side, but there are many other aspects. There are those who come from the idiot asylums, those from the workhouses, and there are, besides these, other feeble-minded. I suggest a Special Committee of the county council as bridging over the two sides, the education on the one side and the asylum on the other.

6497. It is admitted by most witnesses that it is very undesirable to affix the stigma of mental incompetency or lunacy on these people if you can avoid it, because you discourage people from bringing them under control?—Quite so.

6498. If you could show that their treatment is to be for their own good educationally, improvably, would you not

help to bring them under control?—I think so. That is one of my reasons for suggesting a separate Committee of the county council for dealing with these cases in the counties.

6499. That might work well for children; but about adults? Suppose a girl of twenty-five, how would you get hold of her? It is notorious she is leading an immoral life, having illegitimate children—how do you suggest she should be brought under control and detention?—Those are the difficult cases. I have thought that over a good deal, but I am not prepared to make a suggestion. *E. Marriott Cooke, Esq. M.B., M.R.C.S.* 26 May 1905.

6500. You are impressed with the importance of getting them?—Yes, and the weak-minded women who are uncertified in the workhouse.

6501. It would be for the good of society at large?—And for themselves.

6502. (*Chairman.*) Is there anything you would like to add?—I do not think so.

G. H. SAVAGE, Esq., M.D., F.R.C.P., called; and Examined.

6503. (*Chairman.*) You are a Fellow of the Royal College of Physicians, and you are one of the Committee which considered the questions of this Royal Commission with a view to defining various grades of people of unsound mind?—I was one of the Committee. *G. H. Savage Esq., M.D., F.R.C.P.* 26 May 1905.

6504. May we take the Report which you have sent us and put it in as part of our evidence?—Yes.

6505. Then we can examine you upon that Report?—Yes

ROYAL COLLEGE OF PHYSICIANS

REPORT OF THE COMMITTEE ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

Committee appointed, December 8th, 1904:—

"To consider and report to the College on the answer to be returned to the letter of November 7th, 1904, received from the Royal Commission on the Care and Control of the Feeble-Minded."

MEMBERS OF THE COMMITTEE.

Sir William S. Church, Bart., *President*.
Dr. Ferrier. Dr. Mickle.
Dr. Coupland. Dr. Fletcher Beach.
Dr. Savage. Dr. Mercier.

The questions addressed to the College by the Royal Commission are two, and are very different in scope and purpose.

The first is a request to the College to nominate for the Royal Commission persons who have had wide experience of a certain class of feeble-minded folk—namely, the prodigal and the facile—and who would be willing to give to the Commission specific instances of cases in which such prodigal and facile persons have wasted and squandered their means, have injured themselves and their families in substance and reputation by their prodigal and profligate mode of living, and have become a burden and a nuisance, if not a positive source of danger, to their relatives and to the general community.

In response to this request, the Committee suggests that the following Fellows of the College and other experienced practitioners be nominated by the College to give the evidence required. As representing the College:—

Dr. Savage, Dr. Ferrier, Dr. F. Beach, Dr. Mickle, and Dr. Mercier.

Names of others whom it might be desirable for the Commission to examine:—

Dr. Blandford. Dr. J. M. Rhodes.
Dr. H. B. Corner. Professor Clifford Allbutt.
Dr. J. Wiglesworth. Dr. R. Langdon Down.
Dr. Bedford Pierce. Dr. G. E. Shuttleworth.
Dr. C. Caldecott.

The second request is very wide and general in character. The College is asked to offer to the Royal Commission evidence and suggestions for adding to, amending, and remedying, the defects of the existing law, not merely as to the mode of dealing with the prodigal and facile, but in connection with any other matter coming within the terms of reference to the Commissioners, which are as follows:—

"To consider the existing methods of dealing with idiots and epileptics, and with imbecile, feeble-minded, or defective persons not certified under the Lunacy Laws; and in view of the hardships or danger resulting to such persons and the community from insufficient provision for their care, training and control, to report as to the amendments in the law or other measures which should be adopted in the matter, due regard being had to the expense involved in any such proposals and to the best means of securing economy therein."

It will be seen that the terms of reference are very wide, and that they are susceptible of more than one interpretation.

The words "dealing with" may be interpreted "obtaining control over," or they may be held to signify "treatment of while under control"; or they may be construed "providing accommodation for"; and other possible meanings suggest themselves. The Committee has considered the methods of "dealing with" the persons indicated, in so far only as "dealing with" implies "obtaining control over" their persons and property and "providing accommodation for" them.

It is further to be noted that the classes of persons included in the terms of reference are divided into two groups, one consisting of "idiots and epileptics," the other of "imbecile, feeble-minded, or defective persons not certified under the Lunacy Laws." The Committee is not quite sure what description of persons the terms of reference intend to include under these several headings, nor is it sure that the descriptions, hereinafter given, characterise the same classes as are intended by the terms of reference; but, to avoid mistakes, the Committee, in using the following terms, uses them in the senses hereunder defined. Each of the classes so defined is composed of persons who are mentally defective in some respect which renders them a burden and a nuisance, if not a positive source of danger, to their relatives and to the general community.

"*Idiot*" means a person so deeply defective in mind from birth, or from an early age, that he is unable to guard himself from common physical dangers, such as prevent us from leaving young children alone.

"*Imbecile*" means a person who is capable of guarding himself against such common physical dangers, but who is incapable, by reason of mental defect existing from birth or from an early age, of earning his own living.

"*Feeble-minded person*" means a person who is capable of earning a living under favourable circumstances, but is incapable, from mental defect existing from birth or from an early age, (*a*) of competing on equal terms with his normal fellows; or (*b*) of managing himself and his affairs with ordinary prudence; such as the prodigal and the facile.

"*Moral Imbecile*" means a person who displays from an early age, and in spite of careful upbringing, strong, vicious, or criminal propensities on which punishment has little or no deterrent effect.

"*Morally insane person*" means a person who, after many years of reputable life, all at once unaccountably exhibits vicious propensities, or takes to criminal courses.

"*Defective persons*" include all the classes hereinbefore defined, together with epileptics and habitual drunkards.

Taking all the classes of defective persons *seriatim*, the Committee expresses the following opinions, which are to be understood to refer to such persons in England and Wales only.

1. *Idiots.*—The method of obtaining control, and the amount of control obtained, over idiots, as provided by the Idiots Act, 1886, is regarded by the Committee as sufficient and satisfactory.

The accommodation for the care of idiots is insufficient except for idiots who are well-to-do.

2. *Epileptics.*—It is to be borne in mind that some epileptics are idiots, others are imbecile, others are insane, and others are sane. All that is said herein of idiots and of imbeciles applies without qualification to such idiots and imbeciles as are epileptic. Insane epileptics come

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within the scope of the Lunacy Act, 1890, which provides sufficient means of obtaining control over such epileptics The accommodation for them is believed to be sufficient.

There are no legal means of obtaining control over sane epileptics, and this Committee is of opinion that no such control is needed. Many sane epileptics are quite capable of earning their own living, and do not satisfy the description of being "a burden and a nuisance, if not a positive source of danger, to their relatives and to the general community." There is, however, a residue of sane epileptics who by reason of the frequency, severity, or peculiar character of their fits, are not fitted for ordinary life. Many of these become a charge upon the State. It seems to the Committee desirable that labour colonies, which might be largely self-supporting, should be provided for these unfortunates.

3. "*Imbecile persons not certified under the Lunacy Laws.*"—The Committee regard the existing law (Idiots Act, 1886) as providing sufficient means for obtaining control over this class of persons. Any registered medical practitioner is competent to certify an imbecile under this Act, and all that has been said in this Report of idiots applies to imbeciles also. There is no difficulty in obtaining control over them, but the accommodation for them is deficient.

4. "*Feeble-minded and defective persons not certified under the Lunacy Laws.*" The Committee includes under this heading the following classes: Feeble-minded persons, Moral Imbeciles and Morally Insane persons, all as hereinbefore defined, and habitual drunkards.

Feeble-minded and epileptic children can be educated under the Elementary Education (Defective and Epileptic Children) Act, 1899, 62 and 63 Vict., Ch. 32.

Provision for the education of such children is deficient. The Act gives the local school authority permission to provide schools for children of the elementary school class, but comparatively little advantage has been taken of this permission.

Neither in the Act mentioned, nor by any other legislation, is there power to obtain or maintain control over Moral Imbeciles in childhood, or over Feeble-minded persons or Moral Imbeciles after they have attained the age of sixteen, at which age their mischievous propensities begin to be important. The Committee is of opinion that such power is urgently needed, and that the power that is required is of two kinds, which should be provided separately.

For Moral Imbeciles it is requisite that power should be provided for obtaining control over their persons. They are not certifiable under the Lunacy Acts, and if they were, the lunatic asylum is scarcely the proper place for them. Neither is the prison. Yet they not infrequently pass from the one to the other.

When power is given to control feeble-minded and defective persons not certified under the Lunacy Laws power ought usually to be given at the same time to control their estate, if any; but there are many cases in which the converse is not true. There are many feeble-minded persons who are quite competent to manage themselves, while incompetent to manage capably their pecuniary affairs. It seems to the Committee, therefore, desirable that power should be obtained to control the management of the estate of such persons, without necessarily interfering with their management of themselves.

The Committee is aware that Section 116 (*d*) of the Lunacy Act, 1890, does actually give the power of depriving of the control of their estate persons not certified as lunatics, and perhaps not so certifiable, and that it is probable that this sub-section might be applied to a considerable proportion of the cases under consideration. Nevertheless, the Committee is of opinion that further legislation is desirable, and founds its opinion on the following reasons:—

(*a*) There is some doubt whether persons who are congenitally deficient would come within the scope of a provision made for those who are incapable "through mental infirmity arising from disease or age."

(*b*) The powers conferred by the sub-section are those only which are exercisable by the Committee of the estate in the case of persons found lunatic by inquisition. It appears to the Committee that there are other powers, not ordinarily exercised by the Committee of the estate, which might advantageously be given to deal with the estate of the persons under consideration.

(*c*) The machinery is inappropriate. Proceeding under Section 116 (*d*) of the Lunacy Act, 1890, must, of course be taken "in Lunacy," and this necessity alone would render the section almost inoperative in practice, and this for two reasons. First, the friends of the persons under consideration have an insurmountable objection to bringing these persons under the operation of the Lunacy Law. Whether the objection is reasonable or no is not to the purpose. It exists, and exists so widely and in such strength as to deprive these persons of the benefit of the Statute. Secondly it would probably be found difficult in practice to establish the necessity of interference without proving some degree of insanity, proof of which is in many cases impracticable, in many undesirable. The Committee is of opinion that the power to control the person of a moral imbecile, or the estate of a person of feeble mind, should be obtainable without recourse to the Lunacy Law, or to the authorities under that Law appointed.

Control of the person of a Moral Imbecile might be obtained in somewhat the same way as control of the person of a lunatic. Persons answering the description of moral imbeciles ought not, in the opinion of the Committee, to be treated as, or mingled with, lunatics, but should receive special treatment directed towards their moral reformation.

Control of the estate of a person of feeble mind might be obtained by application to a Court of Justice, not being a Court of Lunacy. It would not be necessary in all cases to deprive the feeble-minded person completely of the control of his estate. In appropriate cases he might be allowed to retain power over his income or over such part of it as the Court might direct, while deprived of all power over his capital. There are cases in which he might properly be allowed, in addition, a partial and modified control over his capital, the consent of a trustee or guardian appointed by the Court being made necessary to his dealing with his capital.

5. The "*Morally Insane*" constitute a large class of persons who now come under the purview of the criminal law, and form an appreciable portion of the prison population. The Committee is not prepared to say that such offenders should go unpunished, but it cannot but regard them as morbid persons, not fully responsible for the crimes they commit. Before they come into the hands of the police, their criminal propensities are often known to their friends, and, if means existed of obtaining control over such morally insane persons, crime, in many instances would be prevented. Moreover, after their discharge from prison, the families of such persons are in the utmost perplexity.. The offenders are at large; there are no means of obtaining control over them; and they are practically certain, if uncontrolled, to repeat their offences. The Committee is of opinion that they should be recognised and treated as insane.

6. *Habitual Drunkards.* There is no class of persons who more seriously injure themselves and their families nor any who become more a burden and a nuisance to their relatives than habitual drunkards, and the methods of dealing with them are most inadequate. No drunkard, not being a criminal, can be legally controlled except on his own application, and the application must be accompanied by formalities which are repellant, and in very many cases prevent the application being made, even when the drunkard would otherwise be willing. But in a still larger number of cases the drunkard is not willing to place himself under control. The Committee is strongly of opinion that power should be given, under proper safeguards against its misuse, to place habitual drunkards under control, whether they so desire or no, and whether they are criminal or not, and to administer their estates. There is no adequate accommodation for the care of habitual drunkards of the poorer classes, and for criminal drunkards it is notoriously deficient.

To recapitulate:—

Legislative power is deficient—

(1.) To obtain control over the persons of

(*a*) Feeble-minded persons, and Moral Imbeciles.

(*b*) Morally Insane persons.
(*c*) Habitual drunkards.

(2) To safeguard the property of
(*a*) Feeble-minded persons and moral imbeciles.
(*b*) Habitual Drunkards.

Accommodation is insufficient for
(*a*) Idiots and Imbeciles, Epileptic and non-Epileptic.
(*b*) Sane Epileptics chargeable on the rates, and epileptic children of the elementary school class.
(*c*) Feeble-minded persons and Moral Imbeciles, both children and adult.
(*d*) Habitual Drunkards.

W. S. CHURCH, *Chairman.*

February 22nd, 1905.

Paper handed in by Dr. Savage.

GENERAL OUTLINE OF CLASSES OF FEEBLE-MINDED, BY G. H. SAVAGE, ESQ., M.D.

Primarily (from birth) Feeble-minded.
Secondarily, feeble-minded from acute disease; from injury; from adolescence.

A. Those needing protection of their property.
B. Those needing protection as being injurious to self or others.

A. (1) Wasters, spendthrifts, prodigals.
(2) Feeble and easily influenced or misled.
B. (1) The sexual offender.
(2) The destructive pyromaniac, pilferer, etc.
(3) The cruel and brutal.
(4) The vagabond.

Moral insanity—offences against truth, property, sex.
Insanity of conduct—hardly certifiable.

W. S. Church (*Chairman.*)

6506. (*Dr. Donkin.*) One or two questions with regard to your views as to the possibility of further extending the procedure under the Lunacy Act with a view of getting hold of some of the classes mentioned in this report of yours, for instance the "feeble and easily influenced or misled" and those under division B; you know there is a large number of cases of feeble-minded people who are of unsound mind, and who at present are not certified and are not considered certifiable?—I admit that.

6507. You also agree that a great many of these should be detained permanently or indefinitely?—Should be under control or observation.

6508. Do you think it necessary, or not, that there should be some legislation in order to make practicable this detention?—I do.

6509. Could you give the Commission any explanation of why it is you think that persons of unsound mind who are obviously, and have been proved by their past history to be, very dangerous to the community, are yet regarded by a large number of medical men and others as uncertifiable; not only are they not certified but they are deliberately stated to be uncertifiable under the present Act?—In reply to this question which you have submitted in writing, I would say that it is my constant experience to meet with cases that perhaps one doctor who may be the family doctor, and knows the whole history of the family, and of the individual, is prepared to certify, as much from knowledge of the conduct as from anything that the person at the time may say or do; whereas another man, even an expert, may be called in, and as according to the present legislation his certificate is not valid for detaining a patient unless it contains a statement of facts indicating insanity observed by the doctor at the time of the interview, it is quite possible, in fact it is not at all uncommon, for one certificate to be provided, but for a second one not to be obtainable, yet there is sufficient evidence that the conduct of the person is altogether insane. There must be great difficulty in knowing how to bridge over these facts, first that the conduct of the person is insane but he is able to talk reasonably, next, that the observation must be at the time that the certificate is signed or within seven days. There are a certain number of cases that have already been referred to, cases that get well and then we doctors are perfectly certain they will relapse. Such patients are in asylums; they are retained, although at the time they are absolutely sane, because it is quite certain from what is known of the history of the disease that they will again, in the course of a week or two, be insane. The difficulty of getting two certificates exists because facts observed, and only such facts observed are acceptable. Then there is another thing, that there is increased difficulty in getting these patients under control in consequence of the magistrate being called upon to sign. It is not a very uncommon thing for two doctors to decide that a patient shall be put under control, but the magistrate on examining the patient declines to issue an order, yet from the medical standpoint that person is undoubtedly insane. There is another thing which at present seems a difficulty that persons are sent to asylums, especially those cases which have been referred to, when drink plays a considerable part, who at the end of a week or two are perfectly sane although they were undoubtedly insane at the time of their certification and removal to the asylum. There is no legal power to detain them, after they are sane, in the asylum, although it is fully recognised in the case of an inebriate or person suffering from insanity dependent upon drink that unless he can be detained for months, not days, there is no chance of his permanent recovery. Therefore one feels it would be a great advantage if certain patients could be retained beyond the mere return of sanity. Then one thinks that some modification of the 116th clause that has already been suggested would be very valuable in those cases where there is rather insanity of conduct or moral insanity than intellectual insanity. If a patient's property could be taken care of under those conditions wasters would be stopped. I do not know how it is to be done, but if there could be a kind of injunction to take possession of the person as well as of his property it would cover the ground. I am afraid I do not know how that is to be done.

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6510. You would like to see that clause modified as is proposed; like to see that applied to a detention order as well as to property?—Yes.

6511. If that were brought about we should be able to get hold of this class of people about whom we are speaking?—Yes.

6512. That would be your view?—That is my view.

6513. If that clause could be applied to the reception order of a person of mental infirmity, that certificate, as such, would be sufficient to justify detention?—It seems to me the facts observed by himself should include evidence received by himself. An expert's judgment is a fact that must be considered as observed by himself. If a man who has had experience of these cases comes to a conclusion that a person is weak minded, or feeble-minded, or suffering from partial dementia, then if he stated in the lunacy certificate that he was of opinion that A.B. was a person who ought to be detained because he was a weak-minded person, and so on, the mere diagnosis should be equivalent to facts observed by himself indicating insanity.

6514. Are you of opinion that there are many persons, in all ranks of society, who, for the good of themselves or for the good of the community, ought to be permanently detained?—One sees very large numbers in all classes In connection with the Charity Organisation Society, and one or two others, I have told them to let me see these individuals. I have seen a good many.

6515. Belonging to the lower classes as well as other classes?—They are quite common.

6516. Have you any documents, lists or abstracts of cases which you could put in to show the proportion of cases that you have yourself seen, and who, you think, ought to be permanently taken care of, who are now at large?—I am afraid it is almost impossible. I think during the last ten years, I have records of over 700 people who are not detained, and who require, for the good of themselves or society, to be detained; wasters, morally insane people; probably 100 a year I see whom I think ought to be detained and are not detained, and cannot be, according to the present law.

6517. And as to the lower classes?—I do not see many.

6518. You have said that it is quite necessary to have fresh legislation in order to detain such people?—Yes.

6519. Supposing such legislation was brought about, would you have each decision revisable after certain

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intervals of time. If a person was supposed to be so weak-minded as to probably want detention for life, would you have revision of the sentence?—I think there should be revision.

6520. In all cases?—Yes.

6521. What kind of procedure would you recommend in the first instance?—First, the French system of the Family Council or something like that would be best. I am referring to the upper and middle classes. If the relations provide an affidavit that so and so is behaving in such a way as to render himself altogether irresponsible or objectionable to society, injurious to society or injurious to himself and society, and if some local doctor knows the same thing, and if the statements of relations and friends are laid before a general physician or a special physician with experience of such cases, and he said definitely that this is a case of feeble-mindedness requiring detention, then the order should be issued very much on the same lines on which the Chancery Order is now issued for the detention of property under the 116th Clause of Section D.

6522. In the case of getting hold, in early life, of children of school age who have been found to be feeble-minded, what would be the minimum safeguards in your opinion before they were sent to an institution to be detained for life; what specially skilled opinion would you require?—They would have to be seen regularly, more or less, by some authority, such as the Commissioners in Lunacy.

6523. Would you have them certified in the same way as in the case of insanity?—Very similarly. I would not have the same words "facts observed by myself," that might be comparatively unimportant. The second clause of that certificate "facts observed by others" might be.

6524. There would be in a large number of cases previous history?—Yes.

6525. With regard to this Report of the Committee of the College of Physicians of which you are a member, which I consider most helpful, it was the intention of the Committee in drawing up these definitions to state what meaning they themselves put to the words which have been used by most people connected with this Commission, "idiot," "imbecile," "feeble-minded," and what meaning they thought should be given to them. In other words you were defining the words and not the thing?—Yes.

6526-6528. If that is understood it would perhaps render much discussion avoidable. These words are in use, and you say that these are the meanings that the College of Physicians attribute to these words?—Yes; it was all very fully discussed at a good many meetings—I think that was our decision.

6529. (*Dr. Dunlop.*) You have been deputed by the College of Physicians to give evidence on a very specific point, namely, prodigality?—Yes.

6530. These are the words: "not being so feeble-minded as to be subject to the provisions of the Lunacy or Idiots Acts are yet so feeble-minded and reckless and prodigal, whether from natural weakness or from indulgence in vice or excessive drinking habits, as to be at the mercy of unprincipled, designing, dishonest persons, who induce them to squander their means and often reduce them from a position of affluence to that of abject poverty." That was the question put by the Secretary of the Commission to the College of Physicians?—Yes.

6531. Have you wide experience in such cases?—Yes

6532. Could you quote one or two instructive ones?—Recently there was a young man who came into considerable house property in London; he had been always looked upon as rather a weak youth, had been at school, had never done much work. It was decided that he should live quietly in the country. When he comes into his property he at once determines that he will buy land, and goes to one of the colonies, and the first man who offers him £10,000 worth of land, rubbish, he accepts it. He involves himself in further buying of land. When he finds he is getting into difficulties he is induced to realise his property and is brought home to England with a good deal of difficulty. When he comes to England he wants to buy this, that, and the other; he also falls in love with an actress or ballet girl who at once wants him to endow her with his goods. He is sent to a doctor's house in one of the Channel Islands and settles down quietly, but it is decided at the end of the year, that he has been under control long enough, and that he may just as well have another trial. He is sent with a companion to travel for a year. The Court of Chancery grant him £1,500 to go to India, Cashmere, and New Zealand. When he gets back to England and has his liberty he contrives to waste his money again. That is just one.

6533. That man was apparently dealt with under the Lunacy Acts?—His property was put in trust until he was a certain age. I do not remember the exact relationship to the Court of Chancery; he was not found a lunatic by inquisition.

6534. Was it tried and failed?—He was not certified at all.

6535. Was there an inquisition held?—No.

6536. He was never certified?—Not in England.

6537. Where was he certified?—In Jersey, for a time.

6538. It is hardly a case under this remit; cases not amenable to the Lunacy Laws who cannot be certified?—There was the greatest difficulty in getting any certificate Another case in which no action was taken was that of a young man coming into his property. Directly he was told that clocks were valuable property, he bought dozens and dozens of clocks in pawnbrokers' shops, and got his house full. Someone told him pianos were valuable, and he wanted to buy them by the dozen. Someone suggested there would be a rise in hops, and he was going to buy them. Nobody would certify him. He talked reasonably about most things; he said, "People told me this, and I acted upon it." They were able to get him out of most of the bargains; he was never certified.

6539. Do you mean to say that he was uncertifiable, and could not be dealt with?—Yes.

6540. Had he no symptoms of mental defect other than spending money on clocks and hops?—No, beyond what we call mental weakness.

6541. Was he educated?—Yes.

6542. Did he take a good place in the school?—No. He was at a provincial school; he was looked upon as an easy-going sort of boy; it was no good pressing him.

6543. Can you tell us his habits in youth; was he cleanly?—As far as I remember there was nothing eccentric, nothing dishonest, nothing defective in the moral quality.

6544. Was he intellectually defective?—Nothing beyond a dull boy.

6545. A very slightly imbecile boy?—Yes. One prefers the term "weak-minded," because I do not think any one would have classed him even as an imbecile.

6546. Using it in the more scientific sense; imbecile includes all defectives?—Yes.

6547. That boy was a typical lunatic defined by the Lunacy Law as a person of unsound mind requiring care and treatment?—A lunatic, yes. There is a difference between being a lunatic and a person of unsound mind.

6548. What difference is there?—There are a lot of people of unsound mind who are not fit and proper people to be detained. A lunatic is a person who is of unsound mind and a fit and proper person to be detained. There are a great many people with defective memory, for instance.

6549. That is a different definition from what the Lunacy law gives?—There has always been a difference of opinion as to the meaning of that. At one time the Commissioners looked upon "lunatic" and "person of unsound mind" as being convertible terms. I do not. I do not think the law officers do.

6550. No matter what is said in the Act; the Act puts it in plain words, "a lunatic means a person of unsound mind"?—A lunatic is a person of unsound mind, but a person of unsound mind is not necessarily a lunatic.

6551. But the two sides of the definition must equal each other?—One does not cover the other.

6552. The two sides of the definition must equal each other?—No, I say not. A lunatic is a person of unsound mind, and a fit and proper person to be detained.

6553. That is not what the Act says?—No.

6554. With regard to these cases of spendthrifts and prodigals, is there, as a matter of fact, always some mental

defect accompanying the prodigality?—That is a very difficult thing to say. If there is an intellectual defect, you would say it was a defect of associating cause and effect. Therefore you would say "unreason." These individuals waste a lot of money and say they are contrite and say they will not do it again; they forthwith go away and do the same thing over again. That is mental weakness.

6555. Defect and unsoundness are synonymous terms. There are in the country persons mentally unsound, undoubtedly requiring care and treatment who are not certifiable under the Lunacy Law?—That is so.

6556. Although the Lunacy Certificate is to the effect that the person is of unsound mind and requires care and treatment?—Yes.

6557. It cannot be applicable to all people who are of unsound mind and require care and treatment?—No.

6558. The next question is a matter of moral insanity and moral imbecility. Your Committee, in addition to deputing you and some others to give evidence on the point about the prodigal, criticise other points in connection with the remit. You draw a hard and fast line between moral imbeciles and others?—Yes.

6559. I should like to hear you defend that position a little?—There are certain persons who seem to have no sense of the rights of property; they steal—the so-called kleptomaniacs. One saw a good many of these cases, but beyond the fact of stealing they showed no intellectual defect. Very often they were brilliant people. The contention of the College of Physicians up to a recent time has been that such people should not be treated except as criminals. There are certain individuals, sometimes intellectually quite brilliant, but no experience teaches them they should not steal; they steal in the most open and stupid manner. Take an example; a boy is told that there is a thief about, they are going to put down some postal orders to catch him; the boy, the first time he comes into the room takes up the postal orders and goes off and cashes them. In other respects that boy was rather a brilliant boy, intellectually, with the exception of his not appreciating the rights of property. In the same way one sees individuals who are immoral. Take an example; it hardly falls within your ground, because I stretched the line and signed the certificate, though I should hardly like to be cross-examined on it—a girl at ten years of age who was a thief and a liar to an extraordinary degree. When she came to about seventeen lust developed to such an extent that there was no controlling her. Her parents who belonged to the good middle class were refined, nice people. She slipped away from her home and led the life of a prostitute for a night or two. She is brought back and on the first opportunity she again slips away from home. When I see her she says, "Oh, yes;" she admits she has done this, that, and the other. "Are you not sorry?" "No." "Suppose we let you go into the country, what will you do?" "Come back to town and do the same thing again." There is an individual who began by being morally insane in relation to property, with a complete disregard of truth, and when she becomes adolescent becomes morally insane so far as lust is concerned. Another case in the North of England, almost the same type; a refined, well educated girl. On one occasion she slipped away from home, took rooms at a hotel and received visitors. No intellectual fault can be found with her. Her senses, her education and everything were in direct opposition to her conduct. Such a case one looks upon as insanity of conduct. As long as she was not twenty-one one said to her father: "Treat her as under age and simply control her."

6560. Are there many of those cases in the country?—A great many.

6561. Would you say most habitual criminals belong to those classes—the professional housebreaker?—No, most of those come from a lower grade.

6562. So that the difference between your moral imbecile and the professional house-breaker or the habitual criminal is that one is gently born, and the other low-born; is that it?—The habitual criminal sometimes is of bad origin, and is degraded, but the morally insane person I have referred to is out of all relationship to his or her education and environment, whereas I should have thought the habitual criminal not out of relationship to his environment.

6563. As to the morally insane persons, you can assure me you have seen cases which have no other indication of mental defect of any sort except want of moral power?—Certainly.

6564. No dulling—fully educated?—Yes.

6565. Cleanly habits?—Yes.

6566. Reasoning power?—Yes.

6567. Perfect reasoning power, and perfect inhibition?—Perfect reasoning power, except want of appreciation of the relationship between punishment and the cause. That is an intellectual defect, of course.

6568 You have met cases where you have had that particular form of intellectual defect by itself?—No, I have seen the moral defect quite apart. To be quite open we would say in the majority of cases there is some intellectual defect. Now and then you get the intellectual defect, and brilliancy, I was going to say. This last week I have seen an individual who was a moral defective but was a linguist and speaks six or seven languages. One constantly meets individuals, who are morally defective, that have some special ability, some musical or artistic ability.

6569. In fact unequal mental development is a symptom of defect?—Yes.

6570 And you say a great number of insane persons have other symptoms of insanity or imbecility, but there are a few in which the symptoms of imbecility and insanity are restricted to their insane conduct?—Yes.

6571. That is not the majority?—No.

6572. Have you any experience of prison cases?—No. I used to have a certain amount of Home Office work, and I have seen a good many murderers and criminals at one time or another, and I have seen a great many people at Broadmoor in former years. I used to go there frequently.

6573. In this matter of definitions your Committee has been good enough to favour us with some which are practically identical with the ones Dr. Mercier puts forward in his text book?—Yes.

6574. There are many definitions of idiots and imbeciles?—Yes.

6575. These are given as useful in interpreting this Report?—Chiefly.

6576. Are they given to us for any other practical purpose? You do not advise us to be strictly tied down to these interpretations?—No. Certainly not. I referred that classification to the heads of some of the idiot asylums, and they would not accept it entirely. They accepted it in relation to the Report.

6577. In relation to the Report of the Royal College of Physicians' London Committee?—Yes.

6578. As a matter of practical policy do you consider it advisable to separate the ordinary defective persons from certified lunatics?—I do.

6579. You would sooner do that than extend the certification?—Yes.

6580. Do you advise dual authority, putting one under the Local Government Board, and one under the Lunacy Commissioners?—Personally I should have thought the Lunacy Commissioners were more responsible for them than the Local Government Board. It would extend their work immensely.

6581. Applying the same argument, your Committee make certain suggestions referring to Section 116 in which they say cases should be decided by application to a Court of Justice, not by a Court of Lunacy. Surely experts in the Court of Lunacy are very much more competent to speak on these matters than the other Courts of Justice. If you advise the Lunacy Commissioners to look after this class of persons surely you would advise the Court of Lunacy to look after their estates?—I am afraid I did not quite agree with that. The Court of Lunacy it seemed to me was the Court, but the majority seemed to think not, and I fell in with the judgment of the majority.

6582. Your personal opinion is against that?—Yes.

G. H. Savage, Esq., M.D., F.R.C.P.

26 May 1905

6583. (*Mr. Chadwyck Healey.*) Can you say whether there is a consensus of opinion on the Committee, that for the purpose of prevention of crime and immorality detention of this class should be made possible?—We are all agreed upon that—that was very, very strong.

6584. (*Mr. Byrne.*) With reference to the 700 cases of these persons of whom you had experience in recent years could you tell us roughly what proportion of them did very serious harm, either in the way of squandering their property, or treating their families badly, or falling into the hands of the police eventually?—I am afraid I could not. Dividing them into three classes, some I saw in connection with the Charity Organisation Society and other societies; in a certain number of these cases one said the police had better be informed about the case. Then came the middle class, in which I generally advised that they should, if they possibly could, get them into some form of Home, and, I regret to say, some of them to the colonies. The third class, the wealthy class, if they were under age, one simply said, "dominate them." A man returned only this week with a young fellow of that tpye whom he had taken for a whole year with his so-called valet, who was really a valet-attendant, and they simply said, "You shall not get drunk, and you shall not waste your money, and you shall not do this, that, and the other." The proportion of crime really resulting has been very, very small, but the danger of it was great.

6585. That is an important factor in considering how far the State should interfere?—Yes.

6586. As regards wealthy people the conflicting interests bring it about that they are well-looked after, as it is?—Yes, a great many are well looked after.

6587. That diminishes the argument of State interference—makes it less necessary that the State should interfere?—If a thing is done awkwardly without the State, and could be done more easily with State interference, one would be inclined to favour State interference.

6588. No doubt you remember the case of the young fellow, Saunderson, in a private school, who ran away several times and got into trouble, and eventually murdered someone?—Yes.

6589. Two or three other cases like that are known to the public in recent years. Are they common, or rare?—Murder is rare, but assaults and attacks on relations are quite common. There is another thing which was not referred to, but I think is a danger to society, namely, boys setting fire to schools. I should think that never a year passes, but I see one or two boys who have attempted to set fire, or have succeeded in setting fire to schools, and yet boys who are quiet, good, normal boys except for that.

6590. Would you say from your experience that the tendency of these people to fall into drink produces very substantial misery in the world?—Yes.

6591. As far as the mere causing of misery is concerned it is as bad as murder?—Yes, a great number of these people are weak, and drink and become worse.

6592. It is your opinion, no doubt, that most habitual drunkards are feeble-minded?—The majority; they are, sooner or later.

6593. You do not share Sir James Crichton-Browne's dislike of drunkards' retreats as I see you would like to put people there compulsorily. Have you had experience of drunkards' retreats?—Yes, I was going to say I lived in one for a week.

6594. You do not consider them the demoralising institutions that Sir James Crichton-Browne did?—No.

6595. I presume the opinion which you express is the one that most of your profession would express?—Of course, I must put it in this way; if you ask whether inebriate retreats cure very large numbers of inebriates, I am afraid I should say no.

6596. No one makes a claim for a large number of cures. The questions which I was putting to Sir James Crichton-Browne were in reference to the comparative value of the retreat, and the so-called private care?—A retreat undoubtedly is the better.

6597. You do not believe in the private care?—No.

6598. It really is not care at all—the doctor is away all day long?—Take an example: some of the best retreats, one in Scotland and one in North Wales, where there are 20,000 acres of shooting, 20 miles of fishing and a golf club.

6599. You could not have anything better?—Two books have been written in that retreat, which are quite good ones.

6600. You are not only expressing your own personal opinion, but the admitted opinions of doctors that compulsory admission to a retreat is very desirable?—I think so.

6601. And the place of that will never be taken by even an extension of the private care system?—I think not.

6602. (*Chairman.*) Is there anything you wish to add?—No, I think not.

NINETEENTH DAY.

Friday, 2nd June, 1905.

PRESENT.

The Right Hon. the Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary.*)
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*)

CHARLES A. MERCIER, Esq., M.B., F.R.C.P., F.R.C.S., called; and Examined.

6603. (*Chairman.*) Would you be so kind as to give us your qualifications, so that we may get them on our notes?—I am a Bachelor of Medicine of the University of London, Fellow of the Royal College of Physicians, Fellow of the Royal College of Surgeons, and I have had experience of insanity and disorder of the mind now for the last thirty years. I have devoted special attention to it. I have been surgeon to the Police. I have been medical officer of Salford Workhouse, which then contained some 1,700 inmates. I have been medical officer of the Leavesden Asylum, which contained 2,000 imbeciles and others. I have been medical officer to a county asylum also; and since then I have been in consulting practice, dealing with cases of insanity and feeble-mindedness. I have published many books upon this and allied subjects, the last of which, on criminal responsibility, is now in the press.

6603A. You were also, I think, a member of the Committee of the Royal College of Physicians which sent us the report handed in by Dr. Savage at our last meeting. May I take it you are willing that we should examine you on that report?—Yes.

6604. You have also been so kind as to give us a very able statement of your evidence; may we put that upon our notes?—Certainly.

NOTE ON THE CAUSES OF FEEBLENESS OF MIND, BY C. A. MERCIER, Esq., M.B., F.R.C.P., F.R.C.S.

C. A. Mercier, Esq., M.B., F.R.C.P., F.R.C.S.

2 June 1905.

The cause of feebleness of mind, as of all defect in mind, is to be sought in two factors—the grade of organisation with which the individual starts in life, and the stress of circumstances which bears on that organisation. The problem is simpler than that of the causation of insanity, for feebleness of mind, in common with idiocy and imbecility, is not a disorder, but a premature cessation of the development of the highest regions of the brain. The brain develops up to a certain grade, and then, for some reason, the process ceases before the normal standard is attained. When the development is permanently arrested at the stage of infancy or earlier, the result is idiocy. When development proceeds to the stage of later childhood and then comes to an end, the result is imbecility; and arrest at a still later stage results in feebleness of mind. It is obvious that this premature cessation of the developmental process may be due to lack of vigour in the original developmental impulse which was given to the germ at conception, or it may be due to external influences brought to bear upon an organism which started in full vigour. So, a steamship may fail to reach port from lack of fuel, or from stress of weather; from inherent defect, or from incident stress.

When feebleness of mind is due to inherent defect, the defect must, of course, be derived in some way from the parents, but it need not therefore be inherited. That is to say, it need not therefore be the reproduction, in the offspring, of feebleness of mind existing in the parents, or either of them. Any quality in the parents, or in either of them, from which results a lack of vigour in the developmental impetus given to the germ, is a cause of feebleness of mind. For instance, children born at the extreme limit of the reproductive age of either parent, are often defective. The last offspring of a large family is often either stillborn, or dies in infancy, or is imbecile, or feeble in mind. It is probable that the children of immature parents would be similarly defective; and although I know of no facts directly in point, it is worthy of remark that in the class from which feeble-minded children come in greatest numbers, very early unions are the rule.

There are other ways in which the offspring may be inherently defective, by reason of parental defect, without the defect being inherited, in the proper sense of the word, by the offspring from the parent. The parent may be scrofulous, or tubercular, or syphilitic, or subject to other disease, and, in relation with this parental defect, the development of the brain of the offspring may be retarded, or interfered with, or distorted, so that the result in the offspring is feebleness of mind. Or the mother, throughout her pregnancy, may be insufficiently or improperly nourished—may, for instance, be half starved, or may persistently drug herself with alcohol or morphia, and thereby affect the development of the brain of her unborn offspring.

The doctrine that feebleness of mind is due more to inheritance than to any other factor is, in my opinion, unproved. It must rest, first, upon the general biological law that like produces like; secondly upon the analogy between the feeble-minded, on the one hand, and idiots, imbeciles and insane persons, on the other; and, thirdly upon direct statistical evidence.

I.—It is of course generally true that like produces like, and in respect of qualities that are common to both parents, and to the race, and that have descended through many generations, it is true without qualification. Men do not gather grapes of thorns, nor figs of thistles; neither are sheep born of oxen, or goats of swine. But with respect to the qualities that vary in different individuals of the same race, the laws which regulate their transmission are so extraordinarily complex that the result, as far as our power of production is concerned, is almost the same as if these qualities descended by blind chance. When an exceptional quality, such as feebleness of mind, exists in in the parent, we have no means of predicting whether this quality will or will not be transmitted to the offspring. It is well established that the children of giants do not, as a rule, depart widely from the average stature of mankind. The children of persons of giant ability are not, as a rule, above the average in intellect nor are the parents of exceptionally able men, as a rule, exceptionally able. There seems, therefore, to be no *a priori* reason to suppose that the feeble-minded will necessarily produce their like, or that they are necessarily the offspring of feeble-minded persons. The last proposition is certainly contradicted by experience. At the same time, it cannot be gainsaid that the offspring of the feeble in mind have a much greater chance, *ceteris paribus*, of being feeble-minded, than the children of the normal.

Question 6604.

C. A. Mercier, Esq., M.B., F.R.C.P., F.R.C.S.

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II.—The experience of those who have the care of idiots and imbeciles is undoubtedly in favour of the view that persons who exhibit these defects, are, in a large proportion of cases, the offspring of mentally defective parents; but it is doubtful whether we can safely argue from the case of idiots and imbeciles to the case of the feeble-minded. It is true that those defects are exaggerations of feeble-mindedness, but it may well be that the more extreme defect requires a more powerful combination of causes for its production, and that the minor defect may be readily produced by incident forces alone, while the major defect more often needs the inherent vice of organisation for its production. This latent fallacy vitiates still more any argument that may be drawn from the inheritance of insanity.

III.—Direct statistical evidence, in the proper sense of the term, is not available in the case either of feebleness of mind, insanity, idiocy, or imbecility. According to the published Tables of the Lunacy Commissioners, "hereditary influence" is "ascertained" in some 22 per cent. of the cases that come under care annually in England and Wales. As to these statistics, the following observations are to be made:—

1. The great majority refer to pauper patients in public asylums, with regard to whom the difficulty of gathering trustworthy information is very great.

2. The statistics for idiots and imbeciles are mingled with those for persons otherwise insane.

3. There is no common agreement as to what is meant by "hereditary influence." It may mean that insanity existed in a parent. It may mean that insanity existed in a more remote ancestor in the direct line. It may mean that insanity existed in a collateral relative in the ascending line, or in the descending line, or in a brother, or sister, or cousin. It may mean that, not insanity, but epilepsy or some other nervous disorder, existed in some one or more of these relatives. I do not know whether it may or may not mean the existence in any of these relatives of habitual drunkenness or phthisis. It probably does not mean the effect upon the child of immaturity or senility in either parent, or of consanguinity between the parents.

4. Whatever the sense in which the expression "hereditary influence" is to be understood, the statistics, supposing them to be wholly trustworthy, are deprived of all value by the absence of any statistics of similar "hereditary influence" in the sane. For aught we certainly know to the contrary, "hereditary influence," tending, as we suppose, to produce insanity, may exist in the families of the sane in quite as great intensity as is indicated by the 22 per cent. in which it has been ascertained to exist in the families of the insane; nay, for aught we certainly know to the contrary, it may exist in the sane in a very much larger proportion than in the insane. My own limited researches lead me to believe that, when investigation is thorough, and when "hereditary influence" is construed in a wide sense, to mean the existence of some (probably) heritable nervous disorder within, say, three generations of the person whose history is being investigated, and when collateral relatives are included, there are very few families indeed that can show a clean bill of health.

As an instance of the uselessness of statistics of the morbid *per se*, and without reference to corresponding statistics of the normal, I may adduce those given by Dr. Eichholz to prove the speedy extinction of the families of defective persons. He has found that of 173 children, 101 perished in very early life, and he gives this very large mortality of 58 per cent. in proof of his thesis that the families are dying out. But, when compared with the normal, these statistics do not prove his contention. The 173 children were distributed among sixteen families only, so that the average number of children to each family is nearly eleven, a number far in excess of the average number in normal families; and when the great mortality is allowed for, there still remains an average of four and a half children in each family, an average still in excess of normal average. These statistics are therefore subversive of the very thesis they are called upon to support, and their fallacy is not apparent until the statistics of the morbid are compared with the statistics of the normal. As there are no trustworthy statistics on a large scale of the insane heredity of normal persons, the statistical evidence of "hereditary tendency" in the insane is of no value at all.

May I suggest that, if it is thought worth while to pursue this line of inquiry, some statistics of the kind required may perhaps be obtained from large life insurance offices.

While, therefore, we may continue to regard it as a *prima facie* likelihood that the children of persons of feeble mind will be more likely to be feeble-minded than the children of normal persons, we cannot rate this likelihood so high as to justify the adoption of extreme measures with a view to prevent reproduction by such persons.

The second factor in the production of feebleness of mind is the influence of incident forces tending to retard or prevent the full development of the brain, in those cases in which this development does not fail by reason of exhaustion of the *vis a tergo*. My own impression, which I give with hesitation, and for what it is worth, is that this is the more important factor of the two. It is to be remembered that the development of many parts of the body is complete at, and even long before, birth, and that, though these parts grow in bulk thereafter for many years, they do not develop in complexity or elaboration of structure. It is otherwise with the brain, and especially with its highest arrangements, whose imperfection is the physical correlative of feebleness of mind. These arrangements do not exist at birth, and slowly come into being during the years of infancy and youth. It is obvious, therefore, that they are much more at the mercy of accidents, and much more obnoxious to interference by insufficient or improper food, and other pernicious agents, than are those parts of the body which are developed earlier. Insufficient food, which would only retard or prevent the increase in size of the earlier developed organs of the body, might, it is evident, retard or prevent the actual development of those organs which are struggling to develop under such unfavourable circumstances. Improper food may act in several ways. By its insufficiency in some essential factor in brain development, such as fat, it may render complete development impossible. By the presence of some pernicious factor, such as alcohol, it may render nugatory the efforts of the developing organ to complete its evolution. By the presence of some irritating ingredient, it may excite, through the nerves of the stomach, such excessive action of the brain as may culminate in convulsion. It is a fact that some of the children of the very poor are accustomed to imbibe alcohol even in the cradle. Not less important to the developing brain than a sufficiency of food, is a sufficiency of sleep, which is itself dependent to a large extent upon sufficient food; and, when food and sleep are both deficient in childhood, it is impossible that the brain can develop at a normal rate, and unlikely that it will develop to a normal extent. Fresh air, sunlight, exercise, moderation in mental work, especially during periods of rapid growth, and many other factors, are of considerable importance, but the chief are those I have named, and it will be seen, if these are considered, that they alone are quite sufficient, where they exist, to account for the occurrence of feebleness of mind, without calling to aid an "hereditary influence" which may or may not exist in degree greater than the average.

The view that is taken of the causation of feebleness of mind must influence profoundly the means that are adopted to cope with it. That it is due to the co-operation, in various proportions, of the two factors that I have enumerated, there can, I think, be no doubt. The uncertainty lies in assigning the respective shares of these two factors in any given case, and in the aggregate of cases that occur. If hereditary influence is, in the great majority of cases, the preponderant factor, then the problem is indeed difficult and discouraging. Little can then be expected from remedial treatment; and prevention, to be effectual, must be carried out by methods that would be very costly, for which it would be very difficult to obtain sanction, and which could not be brought into operation until the public mind had been prepared by a long and laborious education. But if, as I believe, the second factor is that which is mainly operative in the majority of cases, then much may be done to prevent, and much may be expected of treatment. The brain that has exhausted its developmental impetus cannot be spurred into further progress along the path of development by any means known to us; but the brain that has been checked in its development by adverse influences may spontaneously start afresh when these adverse

influences are removed; and, although it may never wholly recover its lost ground, it may yet attain to a standard not far short of the normal. Whatever means are necessary to carry out the mode of treatment indicated by the adoption of this view of causation are the natural outgrowth of means already employed. Whatever legislation is required is the natural extension of legislation already in existence. No propaganda are needed. The public is already willing and eager to see such means adopted; and thus the external as well as the internal difficulties are minimised.

QUESTIONS SUGGESTED BY DR. DONKIN TO BE PUT TO ALL EXPERTS IN LUNACY, &C., AND ANSWERS THERETO BY CHAS. A. MERCIER, ESQ., M.B., F.R.C.P., F.R.C.S.

Q.—Are there not persons, certified by one or more qualified medical practitioners as "lunatics," or "idiots," or "persons of unsound mind" (and therfore certified lunatics), in whose cases the necessary judicial authority for their confinement is withheld or refused, and who, by consequence, do not appear in any returns?

A.—There are such persons.

Q.—Are there not numbers of persons of unsound mind, and well known to be in many respects socially dangerous, who *in practice* are rarely certified, are generally regarded as uncertifiable, and would probably, if sent to an asylum, be soon pronounced to be sane, or unfit for further detention, and thus discharged?

A.—There are persons who have peculiarities of temper or disposition which render them a nuisance and a burden to their friends and unprofitable to the community, but who are intellectually able and acute, and are therefore very difficult to certify in a manner that will carry conviction of their insanity to a magistrate. Medical practitioners have, in my experience, refused to certify such persons; and magistrates have, in my experience, refused to make reception orders for such persons when certified to be insane; and asylum authorities have discharged such persons as sane after a short probation. The number of such person is small.

Q.—If this be the case, what, in your opinion, are the reasons why such persons of unsound mind are not certified with a view to placing them under care and control for the protection of themselves and others?

A.—The reason why medical practitioners refuse to certify such persons, and why judicial authorities decline to make reception orders in cases in which certificates can be obtained, is that insanity is still looked upon by most, of both medical practitioners and magistrates, as a disorder of the intellect exclusively. If a person is intellectually able, can argue reasonably, and is free from delusion, such a person is not regarded as insane by reason of any peculiarity of temper or disposition, although he may exhibit peculiarities that incapacitate him from earning his living, and that render him a burden and a nuisance to his family and to those who come in contact with him.

Q.—Are you of opinion that the present legal means of certifying persons of unsound mind in order to control them could be extended to the classes above mentioned, without alteration of the present law or form of certificate, provided that suitable places for their reception were provided?

A.—It follows from what precedes that such persons can be, and sometimes are, certified under the present law. I do not think that they need exceptional treatment, or that separate places of detention are required for them. In order to get them more readily and more certainly under control it is necessary that the conception of insanity as an intellectual disorder solely, should be superseded by the understanding that it is inability, by reason of mental (not necessarily intellectual) defect, or disorder, to manage oneself and one's affairs.

6605. (*Mr. Hobhouse.*) I see that you say in your evidence: "The doctrine that feebleness of mind is due more to inheritance than to any other factor is, in my opinion, unproved." You set out your reasons, more or less, but could you expand that a little, because we have had it suggested that feeble mindedness does breed feeble-mindedness?—Yes, it is a suggestion, but it is only a suggestion; it is unproved. It is *prima facie* probable, but there is no such body of statistical facts as would justify us in certainly drawing that conclusion.

C. A. Mercier, Esq., M.B., F.R.C.P., F.R.C.S.

2 June 1905.

6606. You say, here, the statistics are unreliable, and you set out certain reasons for that unreliability. Could you expand that a little?—I can only say that, in the first place, it is not agreed what is meant by "hereditary influence"; that, in the second place, the statistics that have been gathered of the existence of hereditary influence in the feeble-minded are undoubtedly imperfect; and, in the third place, even if they were perfect, they are valueless until they are compared with statistics of heredity in the sane, and those who are not feeble-minded.

6607. And that has never been attempted?—That has never been attempted.

6608. And would be almost impossible of accomplishment?—It would be very difficult. I suggest the only persons who are at all likely to have such statistics are the actuaries of the great insurance companies. They do, when they consider a life, invariably inquire into the existence of hereditary maladies, and in most of these insanity has a place; certainly in some of the insurance offices, I believe in all. It is not for me to say whether it would be worth while to pursue that line of investigation, but I do not know any source of information, except that, from which it could be obtained.

6609. Have you yourself attempted to get these facts?—I have investigated many family histories. The result is, as stated there, that I do not find any family in which, if you go far enough and investigate with sufficient care, you do not find some heritable nervous defect affecting the mind.

6610. To what conclusion does that lead you?—It leads me to think that the heritability of mental defects must be much less powerful than it is usually considered to be, or we should all of us be insane.

6611. I take it you attribute such feeble-mindedness as exists to insufficient food?—Not solely.

6612. Insufficient nourishment?—To influences arising before, or during, or after birth, or at any rate after conception—that they are not positively inherited. There is a great difference between inherited defect and congenital defect.

6613. So far as you have been able to go, are you able to tell us what is the proportion of feeble-mindedness amongst the well-to-do and the badly off, going on the lines you suggest?—I think it is probably much larger amongst the poor.

6614. You could not answer for certain?—I could not give statistics.

6615. If your theory be right it ought to be much less amongst the well-to-do?—Yes.

6616. You have never been able to prove that?—Not statistically, no; I can only give a general impression that it is much less.

6617. Would that be drawn from the class of patients you have seen in your experience?—Yes.

6618. Even amongst that class you have never attempted to prove your theory?—No, because it is not provable except by a very wide collection of statistics.

6619. You must have had a great many feeble-minded and lunatics under your care at one time or another?—Yes.

6620. Most of those were the poorer classes?—Yes.

6621. Perhaps only because the poorer classes were sent to these institutions with which you have had connection?—For some years I had none but those of the poorer classes, and those in very large numbers; for many years since I have had none but those of the well-to-do, and those in much smaller numbers, so that the two sets of statistics are really not comparable.

6622. Your position rather depends upon the proof of a negative, if I may say so?—No; I should put it rather that the positive is not proved.

6623. You will not go further than that?—I will not go further than that. I know there is a very wide impression that heredity is an exceedingly powerful factor in the production of feeble-mindedness. I do not say whether it is or it is not so, but I say it is certainly not proved.

6624. You say at the top of p. 364 (*col.* 2), "We cannot rate this likelihood so high as to justify the adoption of

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extreme measures with a view to prevent reproduction by such persons.'' What do you mean by ''extreme measures'' ?—I had in my view a proposal which has been seriously made in communications to learned societies that persons who are called degenerates) what is meant by that I do not know) should be sterilised artificially.

6625. Putting aside that what you call extreme measure, do you, as a citizen, if I can separate that side of you from your position as an expert, object to the permanent detention of these feeble-minded people.?—No; but I would detain them permanently on other grounds; not because their defect is heritable, but because, in the case of women, at any rate, they do undoubtedly bring into the world families, or persons, who must be supported by the State, because, from the feebleness of mind in the parent, she is herself unable to to provide for them, and the father is in most cases unknown. They do continue to procreate children without any sense of the responsibility that they undertake in so doing, probably without any full notion of the consequences of the r acts, and I think it is expedient, right, and just, that they should be permanently detained under care in order to prevent them bringing into the world children, whether the children are feeble-minded or no, who have to be supported by the rates. I put it on that ground, and not upon the ground that the children are likely themselves to be feeble-minded.

6626. But as a matter of fact the larger proportion of them are feeble-minded, are they not ?—I would not say that. As a matter of fact, no doubt, they have a greater tendency to be feeble-minded, they are more likely to be feeble minded than the offspring of normal people.

6627. In your view there is a probability and not a certainty ?—Yes, and a probability that I should not rate very high.

6628. We have heard in evidence that there is a tendency in nature which has been called a ''law of healthy birth''—that nature tends to revert to the normal ?—Undoubtedly.

6629. That you agree to ?—Certainly.

6630. From your point of view, while you would not sterilise these unfortunate people, you would on the other hand permanently detain them as a source of danger to the general community ?—Yes, where it is necessary. In many cases I believe they are curable, that is to say they are so improvable that they cease to be a danger to the community.

6631. They would never become normal ?—They would never become quite normal, but they may become useful and self-supporting members of the community—some of them.

6632. Are they curable from better treatment, or from the point of view of medical or surgical treatment ?—Certainly not medical or surgical treatment, but by being placed in better surroundings, undergoing discipline, getting better food; by a large number of influences they are so improved that they cease to be a danger to the community. I may say, in illustration, that a very large number of children, such as are defined as moral imbeciles in the report of the Royal College of Physicians, have been brought to me having committed crimes, chiefly thefts, which in adults would be considered serious—the children have been brought to me because their tendency to crime was so persistent that it was regarded as inevitable that they would come into the hands of the police sooner or later; therefore they were brought to me in order that, when that happened, I might be called before the magistrate and be able to state that the child had been under my care for disorder of mind, and that I might be able to state from previous experience that the child was a morbid being. A good many children have been brought to me on that account, some repeatedly, and I have placed them under care here and there, but in not one single case have I been called upon to give evidence in a Court of law with regard to those children. Therefore I regard it as indisputable that those children must have recovered.

6633. Must have really recovered ?—Must have really recovered.

6634. Is it a difficult thing for the majority of medical men to distinguish between a child who is responsible and a child who is irresponsible ?—I think it is often very difficult.

6635. Supposing children were sent to be examined by medical experts, upon conviction, as to whether they were really responsible for the committal of certain crimes of which they have been found guilty, would it be difficult for the experts to decide on responsibility or irresponsibility ?—It is usually very difficult. I would not admit that there is any sharp line between responsibilty and irresponsibility. It is a question, more or less, in the majority of cases. A person is either wholly responsible, or largely responsible, or he is a little responsible, or not responsible at all.

6636. Would it be difficult for an expert to decide whether the person ought to be admitted to a colony, or to be sent to jail, after the conviction for committing a criminal offence ?—It is always a matter which requires a great deal of consideration. I do not think the expert would, in the end, have any doubt.

6637. It would be a matter of some time determining it ?—Yes, it is not a matter which you can determine at a glance, but it is a matter which any expert who knows his business can determine.

6638. Are there a considerable number of such persons ?—I think a large number.

6639. What would be the average length of time during which such an examination would have to be conducted ?—It would depend upon the difficulty of the case. Taking my own experience, I am sometimes able to determine in a quarter of an hour, sometimes in half an hour; I have been as much as two or three hours examining a person before I could make up my mind.

6640. You mean some hours ?—It would be often some hours.

6641. Occasionally some days ?—Occasionally some days

6642. It would not be a matter of very real difficulty ?—No. It would be a matter, always, of great responsibility and would require a great deal of consideration, but I do not think an expert who knew his business would, in the end, be in doubt, after a sufficient examination.

6643. (*Mr. Byrne.*) I want to ask one or two questions on the same lines as those you have just been asked. Feeble-minded people manifest their defect by the want of ordinary moral qualities as well as of intellectual qualities ?—Yes.

6644. They are defective in virtue, in prudence, and in bravery, and enterprise in the ordinary affairs of the world ?—Yes; but may I say I do not think that those defects necessarily go together. A person may be intellectually extremely clever and acute, and yet may be morally very defective.

6645. And you would call the second a mental defect just as much as the other ?—I should call them all mental defects, but I should distinguish the intellectual from the moral defects,.

6646. Consequently, whatever the theory of the origin of mental defect is, children of the mentally defective will be more likely to be defective than children of the healthy ?—Yes.

6647. Because they will have bad, or at any rate, useless and incompetent parents ?—Yes, undoubtedly they will be more likely.

6648. We may almost say, may we not, that the less the theory of heredity is true, the more likely is the defective parent to have a defective child, because it will bring its child into bad environment ? We might put it in this way: whether the theory of heredity is true or not, a defective parent is likely to have a defective child ?—Yes.

6649. Consequently, for the practical recommendation this Commission has to make, it does not really matter whether the bulk of defective children come from defective parents or whether they are made defective by their imperfect nutrition when young ?—I think it does matter a great deal. I have in my eye certain cases in which the children are defective and the parents are entirely normal. In these cases the parents exercise a very beneficial influence over their children. They take

advice and do the best that is possible to be done for their children. Those are the cases to which I allude in which the children apparently recover.

6650. But in what way would it affect the practical step that this Commission might be expected to recommend in dealing with the mass of the defective? If your theory is true, how would that affect your recommendations? Take the recommendations one by one that have been made to us. I take it the suggestions of the Royal College of Physicians are yours—that you concur in them generally?—Entirely.

6651. Taking those recommendations recapitulated on page 4 of their Report, they would practically all be equally operative whichever theory we take* ?—Yes.

6652. That is to say, you would like to have sufficient accommodation for defective children in schools all over the country?—Yes.

6653. You would like to have sufficient power to control the property of defectives?—Yes.

6654. Each of those cases would be equally true whether a mental defect was hereditary or not?—Yes.

6655. So that really from the practical point of view it does not matter?—As far as those provisions are concerned it does not matter.

6656. Can you tell me any provision in regard to which it would matter. May we not almost dismiss it from our practical consideration?—Such a suggestion as I have mentioned, the sterilisation of certain people, would be entirely outside the scheme of practical politics if it is not a fact that heredity is a very large factor indeed.

6657. Why would it? Supposing heredity is not a factor in the production of mental defect and the question came before you, "Should you or should you not sterilise this obviously mentally defective person"; you know perfectly well that, whether the theory of heredity is true or not, he will have defective children, because, being a defective person, he will be an ill-success in life, he will live in a slum, feed his children badly, give them brandy when they are young, and so on—they will have defective, children on either theory?—I do not admit that it is justifiable to sterilise a person because he lives in a slum, is poor, and feeds his children badly.

6658. That is not the point. I am trying to ascertain whether there is any step you would take on one theory that you would not on the other. You mentioned sterilisation, and you give a reason, which I suggest is not a good one, because, on either theory, the children of the person admitted to be defective are going to be defective in the one case from heredity, and in the other case from the sinking of the parent in the social scale?—I deny that the child of the defective person is necessarily going to be defective.

6659. It is not necessary in either case to assume that. No one alleges that heredity goes so far as to make it necessary that the child of the defective person will be defective. It is only, taking the highest figures, that they are substantially more likely than the children of normal parents, to be defective.—Yes, they are substantially more likely.

6660. Then I repeat the question; that from a practical man's point of view it does not matter which theory is true?—I think it does, because that "substantially more likely" is elevated by many people into practical certainty.

6661. How does that relate to my question?—Clearly if it is practically certain that the children of feeble-minded persons are themselves going to be feeble-minded, then it might be justifiable to sterilise the parent; but if it is a mere contingency, which is only slightly above the likelihood of the average and normal person, then it is no longer justifiable.

6662. But no one has put before us the idea that the feeble-minded person is almost certain, or is extremely likely, to have defective children?—No one may have put it before you, but it is very widely prevalent; it floats in the minds of people. When heredity is so much insisted upon as a cause it is very largely looked upon as the only cause, as the *vera causa*—the one sole entire cause—that is what I want to object to and to dissipate if I can.

* *Vide* pp. 358-9.

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6663. Suppose you have only reasonable people upholding the two theories, one who says heredity is of very great importance so far as to make it likely that, in twenty-five cases per cent. of the children defective, parents will be defective, and another person adopts the environment theory, and says if you have defective parents they will sink into poverty, bring up children badly, and twenty-five per cent. of the children will become defective—you will call those moderate opinions?—Yes.

6664. Does it make a bit of difference which of those theories you adopt, for practical purposes?—I do not think it does.

6665. (*Mr. Greene.*) You do not consider feeble-mindedness, idiocy, or imbecility could be properly termed a disorder?—I call it a defect.

6666. It does not arise from disease, if I understand you aright?—That is a very difficult question to answer. It depends on what is meant by "disease," which is a moot point. I believe there is no definition of disease which is universally accepted. I do not think the difference is very important.

6667. Have you seen the operation of Section 116 in your practice?—Yes.

6668. You have had to certify or give evidence?—Make affidavits, usually.

6669. For the Lunacy Office to act upon?—Yes.

6670. And have you had to deal with the case of feeble-minded people?—No, very seldom under that Act.

6671. Do you think it would be an advantage to extend that section to feeble-minded people?—I do.

6672. Would you do so by adding to the present description in the 116th Section, or would you do it by leaving out some words? As the section stands it only enables the court to deal with cases where persons are defective from mental infirmity arising from disease or age. Do you think it would be better to leave out those words and give greater scope for including any person suffering from mental defect?—I speak with great diffidence as to the construction of an Act of Parliament, not being a lawyer; but I should have thought, considering the matter by the light of common sense, that that would be eminently desirable.

6673. So as not to hamper people as to whether it is disease or not which has produced the state of infirmity?—Yes.

6674. You prefer that to introducing any other words, such as "arrest of mental development"?—Yes.

6675. (*Dr. Donkin.*) With regard to the feeble-minded about whom Mr. Byrne has been asking you, leaving alone the question of causation, you would say that there are a considerable number of feeble-minded people who are socially dangerous—many have proved themselves to be so by criminal records—who should be, if possible, indefinitely detained?—I think so. I also think there are a large number who need not be indefinitely detained.

6676. That is the class of cases which I had in my mind when I asked those questions which were sent round to the medical experts, a copy of which you have had and answered. You have regarded it, as others did, as referring more especially to those classes of people technically known as lunatics or insane?—Yes.

6677. Taking the meaning I intended to give to my question, assuming we are speaking about cases beginning congenitally or from early life, those who have an unimprovable degree of feeble-mindedness, would you say that at present a very large number of these people are about who are not certified, and whom it is difficult to certify, for some reason or other?—I am afraid I cannot speak authoritatively as to the number, because I do not come in contact at the present time with the pauper class at all, or with the poor. I deal only with the well-to-do; but that there are some, and that, judging by one's experience in the world, there must be a very great many among the poor, is undoubted.

6678. Taking for instance my second question as referring solely to these cases, you would say it is likely that there are a good many people of that kind?—Yes.

6679. Who would probably be generally regarded as uncertifiable, and would probably, if sent to an asylum,

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be pronounced sane and unfit for further detention and discharged?—Yes, that would be so in practice. I do not think that it need be so, but it is so in practice.

6680. Assuming that to be the case, what would be the chief reasons why these people are not certified and why they are often regarded as uncertifiable?—I think the reason undoubtedly is the prevalent opinion that insanity is necessarily a disorder of intelligence, that it means delusion, or it means intellectual disorder or intellectual defect, and that it is recognised by a comparatively small number of medical men and by a still smaller number of magistrates, that insanity may be manifest in conduct alone, and that a person may be free from delusion and may be intellectually extremely acute and clever, and yet insane, on account of conduct alone. I may give an instance or two. I was consulted a short time ago about a gentleman who went about and bought things. He bought a large number of clocks and gave them away to people with whom he had scarcely any acquaintance at all. His total income was only about £200 a year, yet he bought £10 or £15 worth of clocks, and gave them away to people with whom he was scarcely even on nodding acquaintance. He jumped off the pier, with all his clothes on, into the sea—as he said—to cool himself. He did various other acts quite as insane as that, but he was exceedingly acute; he was a man who could argue, as they say, "the hind legs off a dog"; it was impossible to catch him tripping; he had plausible reasons for everything he did. I certified him on account of his conduct, rapidly running through his money, spending it recklessly on all kinds of foolish things, of which the clocks are one instance out of many. I certified him as being insane, but no magistrate would make an order on that certificate, and I had to go down to Oxford myself and personally persuade the magistrate that it was a case that ought to be certified, and the justice of his detention was proved within a few months by his becoming distinctly insane and cutting his throat.

6681. There are undoubtedly, in all classes, a very large number of those people. You say the law could be stretched theoretically to include these classes. Would you say that practically it would be very difficult to have these classes certified under the present law?—Practically it is difficult, because the true nature of insanity is not recognised. I myself have no difficulty whatever in certifying this class of people, and the Commissioners in Lunacy, who are the judges of first instance in the matter, and who decide on the validity of certificates, have never objected to certificates made with regard to conduct alone, but no doubt there is a very widely prevalent opinion that for a person to be insane he must be shown to be intellectually disordered. Under those circumstances it is very difficult to get a certificate, and if you get a certificate it is still more difficult to get a magistrate to recognise the insanity and to make an order.

6682. Take the class of cases which might be both intellectually disordered and disordered as to their conduct—there is a large number of cases where both these congenital defects exist?—Yes.

6683. But to such a degree on which very few doctors, if any, will certify?—Yes.

6684. In that case you believe fresh legislation would be necessary, supposing it were desirable to detain such people?—I say undoubtedly it is desirable to detain such people, and fresh legislation is probably necessary because it is so difficult under the present law to obtain powers to control such people. At the same time, as Mr. Justice Stevens said about the answers of the judges, I think the present Act may be so construed as to dispose satisfactorily of all cases whatever. It may be so construed.

6685. But it is not likely to be?—It is not likely to be.

6686. To bring about a practical result, it would probably be necessary to start fresh legislation?—I think so.

6687. I now come to the College of Physicians' Report, which you had a considerable part in preparing. Take the part relating to the definitions. I think you have something to say in expansion, and with regard to what the Committee had in their mind?—I think the intention of the College, in giving these definitions of imbecile and feeble-minded persons, was to emphasise the fact that those are three degrees of a single defect; and, as the terms have never been demarcated from one another, to put forward useful lines of distinction between them, showing where the one may be considered to begin and the other to end.

6688. You had thought over this matter some time ago?—Yes, practically the same definitions are embodied in some works of mine which were published a good many years ago now. The term "idiot" is used in the Lunacy Act of 1890, but the term "imbecile" is not. Both terms are used in the Idiots Act of 1886.

6689. The object in making these definitions was to make practical distinctions?—To make useful practical distinctions between terms which have been to a large extent interchangeable.

6690. Have you anything to say with regard to what has been frequently, at these meetings, called the definition of lunacy under the Lunacy Act; that is to say the list of words at the end of the Act?—I think that that is not in any sense intended to be either a logical definition of the term or a scientific definition of the thing. I think when it is said "lunatic means an idiot or a person of unsound mind," what was intended was to prevent actions being brought on the plea that a person who was certified as a lunatic was not really a lunatic, but was an idiot or person of unsound mind, that it was merely to prevent pettifogging litigation, and that it was not meant to be a logical or scientific definition. In the same way I conceive "house" might be defined, in an Act of Parliament, as a dwelling-house, a cow-byre, or a pig-stye, for the purpose of that Act; or "man" might be defined to mean a man, woman, or child; but that would not be defining what the house or the man was. A building, for instance, might be defined as meaning a well; it would be merely to cover certain cases which otherwise might be thought to be inadvertently left out. I do not think it pretends for a moment to be a scientific definition.

6691. Therefore we have the terms "idiot," "imbecile," and "feeble-minded" person, divided off for purely practical purposes; three degrees of the same thing?—For purely practical purposes.

6692. I think you have something to say about moral imbecility, in expansion of what is stated in the Report?—Yes; by moral imbecility I mean an affection which is not at all uncommon, in which there is merely moral obtuseness, in which a child or a man may be intellectually acute and clever, decidedly above the average, and yet may be so morally deficient that it is impossible to allow him to remain in the general community. There are many instances among children. Dr. Ferrier would be able, no doubt, to give you more than I can. There are many instances among children who steal, and who steal perhaps things that are no use to them, and give away the things they have stolen as soon as they have got them, but who are, I was going to say incurable—at any rate they are incorrigible by punishment. They do continue to to steal. I may give a case of a lad brought to me from some town in the Midlands. He had run away from school, and put up at the biggest hotel in the town and ordered himself very sumptuous meals, and he went to the largest watchmaker in the town and ordered a gold watch and chain, and ordered it to be engraved with an inscription stating that it was presented to himself by his admiring schoolfellows. He did not pay for any of these things, for his accommodation at the hotel or the watch and chain. His father was known, so they allowed him to have the watch and chain, and then he went off to a neighbouring town and repeated the same course of things. He did get into the hands of the police, but it was so manifestly outrageous and insane a thing to do that he was not sent to prison, but was brought to me. That is a type of many cases. The mark of such cases is that they are incorrigible by punishment; no punishment has any effect upon them. I may give a very extreme case, a case related by Dr. Gray, who was physician to the Amir of Afghanistan. There was a man who stole. The Amir's methods were very summary. If a man was convicted before him for stealing he had his hand cut off, and this man's right hand was cut off. He stole again, and for that offence his left hand was cut off. After his stumps were healed, going through the market-place he saw exposed for sale a number of earthenware pots of very small value indeed. He seized with his stumps, and made off with one of these earthenware pots, which was of no

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use to him, and which was of no value, comparatively speaking. He made off with it for the mere pleasure of stealing, well knowing that he would in all probability be observed and apprehended, and if he were observed and apprehended that he would be taken before the Amir and ordered to be hanged, which he accordingly was. He was hanged on the following morning. That is as conclusive a case as could be put before you of the uselessness of punishment in these cases.

6693. In a lesser degree you say there are many of these cases?—Many. Before they are brought to me these children have been, as a rule, well thrashed by their parents, and it is no use at all. A little boy seven years old stole a quantity of his mother's jewellery, and was severely thrashed by his father; and that very same evening he went to the bedroom of a lady visitor who was staying in the house, and who had mentioned at the dinner table where she had hidden her rings, and he took these rings out of their hiding place and went to a pawn shop and pawned them. I asked how a boy seven years old knew there was such a thing as pawning, and that it could be done, and he said he learnt it out of the *Strand Magazine*. He was a very clever boy, and in the habit of reading widely.

6694. For that class of cases the College of Physicians is of opinion that there is not sufficient control, and that there should be legal control?—Yes.

6695. Have you anything to say on the morally insane—the want of control over them?—Yes, the morally insane persons are the terror of their families. They are mostly cases of sexual perversion. Unquestionably these cases are morbid. The moral perversion or obliquity begins suddenly. It comes on in mature life. After many years of exemplary life a person suddenly—"all at once" we put it in the Report, because "suddenly" was thought to be too strong a term to use—begins to exhibit tendencies entirely foreign to his previous life. It soon becomes well-known that they do these things, and their friends desire to prevent them, but they have no means of preventing them. Sometimes they are persuaded to enter asylums as voluntary boarders. I have had several under my care under those conditions. One has no real control over a voluntary boarder; he can give twenty-four hours' notice, and he departs and nothing can prevent him. In one case the gentleman did not go through the formality of giving twenty-four hours' notice, but he fled to the Continent and got out of the jurisdiction. Then they are arrested, tried, convicted, sent to prison; but usually for a short term, because the judge, although he refuses, and I think rightly refuses, to consider that the offender is quite irresponsible, yet recognises that he is only partially responsible by inflicting upon him only a moderate sentence. Whereas for this class of offence a person who is presumed to be normal will get ten years penal servitude, these people get off with perhaps a few months' imprisonment. Then, when they come out, there is no means of dealing with them. It is quite certain that they will repeat their offence, and yet there is no means of obtaining control over them at all. I have had several very painful cases quite lately.

6696. You would be of opinion that these cases are sufficiently numerous, probably in all classes, to make it very important that some legal machinery should be invented to get hold of them?—They are very numerous. I had no idea how numerous they were until a little while ago. I was giving evidence in one of these cases, and to my suggestion that the person was not wholly responsible for what he had done, the judge said to me, "Then you say that all these old people whom I sentence in the North of England are insane?" I did not say that. I did not suggest that this man was insane; as a matter of fact all I said was that he was not wholly responsible. But that *obiter dictum* of the judge showed me that he was in the habit of dealing with large numbers of these people.

6697. I think you were here when there was a question put by Mr. Byrne to a witness with regard to people who were constantly passing from the courts to the prisons and to lunatic asylums, and soon come out of the lunatic asylums either pronounced sane or not fit for further detention there?—Yes.

6698. Can you give an opinion why that is? It is a very common thing?—Yes, no doubt the thing does happen. The reasons why the person is not detained in a lunatic asylum are many, I think. In the first place such patients are, as a rule, turbulent; they are a nuisance, from one cause or another, and the superintendent is very glad to get rid of them; in the second place they are often very litigious, and he fears an action at law if he keeps them; and in the third place, he has an eye to his statistics. Each of these cases is a recovery, and is so far to his credit. He probably sends him out two or three times in the year, and there are two or three recoveries down to his credit; but I think, as much as anything, he has regard to public opinion. There is a very wide-spread prejudice against lunatic asylums,—a feeling that people are detained there unduly and improperly, and he is afraid that if he keeps the patient in, an excuse will be made for justifying this allegation, which is so common.

6699. Is it not the case that many of this class of people, when they go to an asylum, so amend their behaviour that there is some colour for pronouncing them at least temporarily better?—While they are in the asylum they are practically sane, there is no doubt about that. By "sane" I mean the capability of a man managing himself and his affairs with ordinary prudence. His management of himself and his affairs is so simplified in an asylum, by the removal of a large number of the difficulties in doing so, that so long as he is there he is sane, and it is only when he comes outside and gets into more complicated surroundings, with which he is incompetent to deal, that he is insane; the defect becomes apparent, and he then is insane.

6700. You think that, in a certain number of cases, would be a factor to go towards the explanation why many of these people are sent out?—Yes.

6701. Supposing there were any recommendation made with regard to some new legal powers of detaining this class of people about whom we are talking, what form do you think it should take? Should it be a fresh certificate under the Lunacy Acts, or what?—It is extremely difficult to devise a form of words under the Lunacy Act which would include these people and would not include some that you do not desire to include. I do not think that the public will stand any further extension of the Lunacy Law. There is already a very great, it is true a very unreasoning, jealousy of the Lunacy Act. I think I am right in stating that there are at the present time about 120,000 lunatics under the jurisdiction of the Commissioners, and during the last fifty years there has not been a single authenticated case of undue detention—perhaps there has been one case for a few hours, but there have been none—and yet an opinion is very widely prevalent indeed that lunatic asylums send out press-gangs who arrest people in the street and hurry them off into lunatic asylums, to a living grave in the charnel-house of a lunatic asylum (I have heard these terms actually used in a court of law and elsewhere) and that they will never be heard of again. While that state of feeling exists in the community it will be very difficult indeed to add to the comprehension of the Lunacy Acts.

6702. You would think that this prejudice is really great enough to cause opposition?—Yes, I think it is very widespread and it is very pronounced when the words "Lunacy Law" are used. I do not think there would be any opposition to the detention of such persons as this Commission is directed to deal with, provided they were not called lunatics. It is the word "lunatic" and the words "Lunacy Law" which excite this prejudice. I remember attending, many years ago, a meeting in St. Martin's Hall, where Mr. Bernard Shaw was in the Chair, I think—anyhow, he made a very inflammatory speech against the Lunacy Laws, in which he declared very much what I have said. I do not think he actually said that press-gangs were sent out, but he certainly said that the liberties of none of us were safe as long as this law remained, and he was cheered to the echo. It was very evident that that state of feeling was widely spread and very widely entertained. I think, if you are to get the power behind you to pass any legislation which will be effectual it must be distinct from the Lunacy Law. Rightly or wrongly (wrongly, as I think) the Lunacy Law is very unpopular.

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6703. Distinct from the Lunacy Law and distinct from the inspection of the Lunacy Commissioners?—Yes.

6704. In fact you would have it dealt with entirely, from beginning to end, by another department?—By another department altogether; not on account of any defect in the present methods of procedure at all, but on account of the prejudice, which is not to be reasoned away.

6705. You have not any suggestion to make as to what in your opinion would be the best body to deal with it?—I think there would necessarily have to be a body constituted *ad hoc*.

6706. (*Mr Dickinson.*) I understand that last observation—that you think there should be a new authority for dealing with it *ad hoc*—refers to all lunatics?—No, I mean these particular feeble-minded cases which cannot be, or are not practically, dealt with under the Lunacy Law at present. I did not make any suggestion for interfering with the present condition of things.

6707. You are dealing, then, only with this other class?—Yes.

6708. I assume from what you have said that, in your view, all these classes, imbecile, feeble-minded, morally imbecile, morally insane, defective persons, all are persons of unsound mind?—Yes.

6709. Therefore, from your point of view, they could be brought by change in administration within the four corners of the Lunacy Act?—I think so. I have no hesitation myself in certifying them.

6710. You said just now that you, as an expert, could certify all these persons after inspection varying from a few minutes to two or three hours?—It is a hard thing to say; I would not lay that down absolutely, because I remember one case in which I had to live with a man for days before I could satisfy myself. Many of these people only exhibit their insane proclivities from time to time.

6711. Then you have to acquire the same knowledge that any ordinary person would have to acquire, of the actions from time to time of the person?—Yes.

6712. There is no medical test or surgical test that assists you?—Oh dear, no, one is only assisted by one's previous experience of similar cases.

6713. I take it from what you have said that in the great majority of cases you are able to say at once, from one single inspection, whether a person is certifiable?—One single interview.

6714. In the majority of cases you can do that?—Yes.

6715. That would not extend to these persons you have called morally defective?—When I say a single interview I take into consideration in that interview all the facts that I have learnt, that have been recounted to me by people who have known the patient for a long time. Those are not facts of my own observation, gathered from the patient at that moment, because he does not commit his crimes in my presence.

6716. Knowing his history and putting that together with your personal inspection you get sufficient proof to justify you in saying that his mind is unsound?—Yes.

6717. You have said in your statement that these feeble-minded persons, as a rule, are the product of something that happens before they become adult, really?—Yes.

6718. Do the majority of them go through that process after birth?—The process begins with conception and it does not end until old age; the intellect is still developing up to old age, but to be abnormally deficient the development must be arrested in the stage either of infancy or childhood.

6719. But, in your experience, would you say that the majority of cases are those in which it has been arrested after birth or before birth?—I should say that probably the larger portion are arrested before birth, but I do not give the opinion very strongly.

6720. That would tend in the direction of it being desirable to prevent the birth. I understood your evidence just now rather tended to say that it was more important to prevent development after birth?—No, it would not necessarily follow, but it would follow that the ante-nata conditions should be improved as well as the post-natal conditions.

6721. Can the ante-natal conditions be improved after birth, say, by the feeding of the child?—Corrected after birth, yes; to some extent, undoubtedly, that is so. Many of these strictly congenital idiots and imbeciles are improvable, as Dr. Beach will be able to tell you. He knows more about that than I do.

6722. If these feeble-minded mothers could have their babies taken away from them immediately after birth, would you think that those children could be made normal?—No, I do not say that; oh dear, no! That is to say, I think of course if you were to establish universal State crèches for the children of everybody, and have those children brought up and fed upon the most improved scientific principles, perhaps a few cases of feeble-mindedness might be prevented.

6723. But only a few cases?—I should think a good many cases might be prevented.

6724. Have you seen that Home at Conyngham Road, where we have a few of these women with their children?—No.

6725. To what extent would proper care of the child in early youth reduce feeble-mindedness?—I think to a very large extent. From the experience I have had of feeble-mindedness in the well-to-do, I think that it probably could be improved to a very large extent.

6726. At what age could that improvement be brought about—must you begin when the child is quite young, or is it possible to give the brain another chance later on?—No, it does not always exhibit itself in very early youth. Sometimes these cases do not exhibit any morbid propensity at all until puberty.

6727. After that could any treatment cure it?—Undoubtedly.

6728. (*Mr. Loch.*) I understand that you lay stress upon this treatment that you refer to in your notes. You say much may be expected of treatment, referring to what Mr. Dickinson mentioned?—Yes, hygienic treatment and training, of course.

6729. Suppose we take that as a practical and positive measure, how could we set to work to get it done; what would you have us do or recommend, to carry out what you want. Can you sketch out something?—You do not expect me to sketch out a complete treatment?

6730. Can you suggest lines?—The cases among the well-to-do that have improved in my experience, which are numerous and are a large proportion of the cases that I have seen, have been improved by being placed under the care of judicious persons away from their own homes, being well fed, well trained, and well cared for, and in the words of one who had care of them, it was made more difficult for them to do wrong than to do right—easy for them to do right and difficult for them to do wrong.

6731. Speaking of the mass of people, and taking for granted that the large number of these cases may come from the poorer classes, is not one driven to this that the social education of the mothers and children must be very much more careful and that it is in that that we should find our remedy?—I think that would do a very great deal, but you have not only to educate people to know, you have to educate them to do, as well. It is not always those that know the right that do the right.

6732. The end of all education is doing, of course?—Yes.

6733. Does it seem feasible that our educational system might be so worked in connection with the family that this doing should become a very prominent part of our methods?—Yes, I think much might be done. I think a great deal of the wrong that is done to children is done in pure ignorance. When you see a mother dosing her child with gin and beating it because it will not drink gin, I think that is not pure vice in the mother; I think it is ignorance.

6734. Take the cases which are not so excessive as that; take normal cases. I presume that much of this occurs in the more normal conditions. Do you think it would be possible for you to suggest a line of education which would be in fact preventive?—In fact ameliorative. I would not say preventive.

6735. Would it be asking too much of you to sketch out something which might be done ?—I think it would be too much at this moment.

6736. I do not mean now ?—Hereafter, yes. (*An Outline Scheme of Education was subsequently sent in by Dr. Mercier, and it is printed with the Appendix papers, p.* 694, *post*).

6737. To take rather an alternative view to that which you expressed as to the re-organisation that might take place for dealing with this class of cases, do you think we might treat the whole of these forms of mental disorder, or mental infirmity, as a genus, and then deal with the various subordinate sorts, or species, so that we should have one authority, not necessarily called a Lunacy Authority at all, but simply using the broadest term for the genus, and then make such a re-organisation of adaptable institutions as to meet the various types of disease in their different forms. I presume your own evidence goes to show that you want a great variety of institutions that deal with these classes of cases. The question I would ask therefore is: is it not possible to take the whole of these as one branch of medical and social service and so deal with it—alter the title "lunacy" and get rid of the misapprehension of people, if possible, thereby; or otherwise ?—I do not quite understand whether you mean to include all grades of feeble-mindedness down to deepest idiocy, or whether you include insanity.

6738. Yes, everything ?—I think that would be eminently desirable. It is all really a branch of one great defect. I think it is probable that that might be a very useful measure if it were carried out, but I do not think it is practicable.

6739. The difficulty of carrying it out would lie where ?—In the prejudice that the public has against the word "lunacy"—against the lunacy law.

6740. Suppose "lunacy" were out of the question, and we had some other term embracing the whole of this work ?—I certainly think it is all part of one great subject, and should be all dealt with together, scientifically speaking.

6741. Logically it should be dealt with together and by one department ?—Yes.

6742. Apart from the question of popular prejudice, if that can be got over, would you see any difficulty in a sort of associative treatment of the subject ?—Not at all; it would be eminently desirable, because these cases must, and will, pass from one institution to another.

6743. About those who leave the asylum, and I think you said were marked sometimes as "recovered," do those simply go back to their people—what happens to them ?—I think Mr. Byrne explained to us what happened to them. They go back home and they fall into the hands of the police, or go to workhouses, as the case may be, and they shortly find themselves back in the police court and back in the gaol and back into the asylum; and so they go round.

6744. Those are the cases which you would never allow to pass out of control ?—No, I would keep them permanently under control, but at the same time I am bound to say there are a certain number of these cases which go in and out of lunatic asylums which cease to do so after they have had a dose of gaol. I have known cases of that kind: a man who was constantly being brought before the courts for brawling in St. Paul's. He was taken to the asylum again and again. He repeated his acts continually until at last instead of being sent to an asylum he was sent to gaol, and he did it no more.

6745. (*Dr. Dunlop.*) You have been delegated by your College to give us your opinion about weak-minded persons who are not subject to the provisions of the Lunacy Acts, yet are so feeble-minded and reckless and prodigal (whether from natural weakness or from indulgence in vice or excessive drinking habits) as to be at the mercy of unprincipled designing dishonest persons ?—Yes,

6746. We would like to hear what you have to say on that matter. Have you instances to give us ?—Yes.

6747. Do you often see them ?—I see a fair number, not a large number.

6748. Do you see them in all classes of life ?—No, because people who are very poor are naturally not prodigal.

6749. It is a comparative quantity, is it not ?—Yes.

6750. Can you give us some instances to support this view ? We want instances of people who are weak-minded, reckless or prodigal, and yet not certifiable ?—There was the very notorious and celebrated case in the early part of last century, Mr. Wyndham.

6751. That is not your personal knowledge ?—No, but it is a classical case—a case in point of a man who was tried; I think his trial on inquisition lasted for several weeks, and the jury found that he was of sound mind and capable of managing himself and his affairs, and yet in a few years he was a pauper and driving a coach for his own living

6752. That was before the days of our present lunacy law ?—Yes.

6753. I much prefer you would give us something out of your personal knowledge ?—There is a case known to us all—a recently deceased peer, who, I think, spent a fortune upon waistcoats and dressing gowns.

6754. Had he no other symptom of insanity ?—That I cannot say.

6755. It is hardly a case to the point, because you cannot say whether he was certifiable or not ?—No.

6756. Can you give us another ?—Yes, I can give you cases out of my experience.

6757. Absolutely no symptom of insanity that could be certified, and yet subject to insane conduct?—I cannot speak authoritatively about prodigals. The report of the College of Physicians speaks of morally insane persons—you are not dealing with morally insane persons——

6758. No, with the first part alone ?—They have intellectual defect to this extent, that many of them do not recognise—are not capable of recognising—the proportion between income and outgo, and are not able to appreciate the extent of their means, and the proportion which expenditure ought to have to their means. I think that many of them are intellectually defective to that extent, but undoubtedly many of them are not.

6759. Can you give us some cases in which you can assure us that there was no insanity in the common sense of the word, or mental enfeeblement, no lunacy, no slight dementia, no *paranoia*, no other form of mental disorder, but yet we had this recklessness and prodigality ?—I could give you cases undoubtedly. I could only say I saw such a case of a person who was prodigal, and dissipated his means, yet with regard to whom I was unable to make a certificate of lunacy, because the only sign of his insanity was his reckless prodigality.

6760. The one and only ?—Yes.

6761. How many such cases have you seen—do you think you have seen a dozen ?—No, I do not think I have seen a dozen, but then I do not see many of these cases at all.

6762. As a matter of fact, there are many that exist; is not that so ?—I cannot say; they do not come to me.

6763. Your personal experience is of very small numbers ?—Yes, of prodigals—quite limited.

6764. As regards the second part of the remit—is the report a finding of the College of Physicians, or of the Committee only ?—It has been adopted by the whole College.

6765. I notice in the first place that the Committee limits the scope of this enquiry, from their point of view, to obtaining control over the persons and property, and providing accommodation for these classes. The Committee does not suggest this Commission should limit itself in the same way, I presume ?—No.

6766. Then you give a series of definitions for the purposes of the Committee. I suppose you do not go to the length of saying these are the only definitions which the Commission should accept ?—No, we do not attempt to dictate to the Commission. We are asked to assist them, and we do so to the best of our ability.

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6767. You are quite aware that there are other definitions of these classes in existence ?—No.

6768. Sir James Crichton-Browne's, for instance?—Yes, I know Sir James's.

6769. In other text books "imbecile" used to be a very comprehensive term, including all congenital defectives ?—I never saw it defined.

6770. You used it as syonymous with the term *dementia naturalis* ?—I have never used that term.

6771. In your text book ?—Never.

6772. Among mentally defective persons you include all the above classes which you name: idiots, imbeciles, feeble-minded, moral imbeciles, morally insane people, epileptics, and habitual drunkards. There is a very obvious omission in that, and that is acquired insanity ?—I do not think that is an omission.

6773. Is it an intentional omission ?—Certainly; we are asked certain specific questions about certain specific classes of defective persons, and we state what we understand to be the classes of persons about whom we are asked. We do not understand that we are asked about insane persons; therefore we did not include those in the list of persons to whom our answers refer.

6774. But there are defective persons who are defective because they are insane ?—Yes, undoubtedly, but we did not consider those persons came within the purview of our terms of reference.

6775. Defective persons not certified under the lunacy law ?—We did not consider that those persons came under our purview.

6776. As regards the moral imbecile; you adhere to your opinion that there are moral imbeciles existing that have no symptom of imbecility whatever ?—That have no intellectual defect—that are acute and clever and even above the normal in intellectual ability, but yet are so morally defective that they cannot be made to understand that they are doing a wrong, and even a very wrong, act.

6777. You have met them with that one flaw and that one flaw only ?—Yes.

6778. Could you give us some instances ?—I could give you many; I could give you a case of a child that threw its little brother into the water—a child of about seven—with the intention of murdering it; that child could not be made to understand that he was doing anything wrong. A very clever child he was.

6779. Did you see that child ?—Yes.

6780. Was there no other symptom of imbecility of any form ?—No.

6781. Was the child cleanly in its habits ?—Yes.

6782. Education up to the standard ?—Yes. Then there is the case I have mentioned of the child who stole jewellery and pawned it, having learnt about pawnshops, out of the "Strand Magazine."

6783. That child was only seven years old ?—Yes.

6784. Acting under the impulse of sensational literature ?—It was not impulse; it was a most deeply rooted plot. He listened to a conversation at dinner as to where the rings were concealed, and he took an opportunity of slipping into that room, finding them concealed, and went out and pawned them; it was not an impulse at all.

6785. How old was that child ?—Seven years old.

6786. He was hardly responsible at that age ?—That I do not say; it is not the conduct of a normal child at all. A normal child who had that very day been soundly thrashed after stealing would scarcely have done the same thing. I think a normal child might have been made to appreciate the wrongness of what he had done. This child could not be made to appreciate that.

6787. Could you give us some instances rather later in life than that ?—Yes, there is the case of a young fellow who was in one of our military colleges who went into the room of one of his fellow-students, stole his clothes, walked out of the room in the open day, and went and put them on and wore them in the presence of their proper owner. He was amply supplied with clothes and money by his parents, but he thought he liked these clothes better than his own, and he took them and wore them in the presence of their owner, and could not be persuaded that it was a wrong thing to do.

6788. Was there no symptom of imbecility ?—No.

6789. Was there no vanity about him ?—Yes, there was vanity, but I should be very sorry to certify a person as insane because he was vain.

6790. Is not vanity a symptom of insanity when it is combined with many other symptoms; it is one link in the argument, is it not ?—I should be very sorry to make a certificate on that.

6791. But vanity along with half-a-dozen other symptoms—you would include that as one ?—I have never seen a case in which I should feel myself justified in doing so. I have met vain people too.

6792. Let us take the other class, the morally insane person: are you satisfied that there is such a thing as moral insanity ?—Yes.

6793. Commencing and continuing only as a change of the moral nature of the individual ?—Yes.

6794. With no other symptoms whatever ?—Yes.

6795. You quoted as an instance the man who ordered the clocks ?—Yes.

6796. That was a case of general paralysis, was it not ?—No, I did not say that was a case of moral insanity; I instanced that as a case in which no order would be made for him by a magistrate, because the person was intellectually acute and had no delusion.

6797. Let me dispose of that case first. In the application for the order to certify, there was insane conduct alleged against this man who ordered the clocks ?—Yes.

6798. Were there any symptoms of general paralysis of the insane ?—No, it was not a case of general paralysis.

6799. The account is suggestive of it ?—Yes, but it was not.

6800. Morally insane persons: you have seen them with perverted moral instincts ?—Yes.

6801. With nothing else ?—Yes.

6802. Sexual ?—Yes, and also the propensity to steal and also the propensity to murder.

6803. Without any other ?—Without any other discoverable defect.

6804. Have you seen many of them ?—I have, many.

6805. Hundreds ?—No, not hundreds; scores.

6806. Do these exist in the poorer as well as among the richer classes ?—I do not see the poor now.

6807. But scores among the rich ?—Yes.

6808. What happens to these people; do they find their way to prison ?—Yes, a great many find their way to prison; of those who steal, a good many are let off by the magistrates upon the evidence given that they come of an insane heredity, or that they have insane relatives, as many of them have. Some of them I have known to connive at being placed in lunatic asylums under certificates, or being found lunatic by inquisition. They have offered no defence. An inquisition has been held and they have offered no defence. If they had offered a defence, undoubtedly the jury would have found them sane.

6809. Let us limit ourselves to the kleptomaniac. Is the great majority of cases what you style morally insane persons, or is it, as a rule, an early stage of some definite form of insanity ?—No, I think they are morally insane. They exhibit no other mental defect; either then or subsequently.

6810. Distinct mental abnormality ?—Yes.

6811. In the majority of the cases; and only in the minority a symptom of other insanity ?—In the minority of cases intellectual insanity shows itself later—sometimes years later. In the case of a nurse who poisoned a large number of her patients, as many as forty, I think, it was not discovered that she was a poisoner until she had poisoned a great many. It was impossible at that time to discover any intellectual defect at all, but she was found morally insane, because no motive could be discovered for the numerous murders she committed. She did not derive benefit from any one of them; indeed, the persons she poisoned were her own intimate friends, many of them. After she had been in an asylum several years, symptoms of very definite insanity began to

exhibit themselves, and eventually she became very deeply insane. I fancy she is living yet.

6812. You suggest that feeble-minded defective persons not certified under the lunacy law should be differently treated from persons who are certified under the lunacy law ?—Yes.

6813. But you are of opinion that if it is practicable, they should all be brought back into one class and be treated together under one authority ?—Yes, I think that would be a philosophic, statesmanlike way of dealing with it.

6814. You see practical difficulties, and one of these is the prejudice ?—Yes.

6815. As regards this spendthrift class you advise an alteration of Section 116 ?—Yes. I think the Report of the College of Physicians shows clearly that we do not depend upon Section 116 ; on the contrary we advise that most of these cases should not be brought under it.

6816. You advise special treatment of certain cases ?—I think they should be dealt with by a court, not being a court of lunacy.

6817. Why not ?—For the reasons stated in the Report, that there is so great a prejudice against dealing with people in lunacy, that it will exclude a large number of cases which it is desirable to deal with, and these should be freed from the purview of the Act.

6818. So that the case would fall to be settled by another judge, and not the judge who was specially expert in lunacy matters ?—Not necessarily at all ; it might be remitted to the same judge, but not In Lunacy.

6819. The judge would walk into the next room and try it there ?—He might sit in the same court ; but he would not try In Lunacy. As I understand it, the procedure is that the case is reviewed by a Lord Justice, and is then remitted by him to a master or judge as he pleases. What I should suppose the College would suggest, what I should suggest myself, is that, instead of remitting the case to a master or judge sitting In Lunacy, it be remitted to a Master in Chancery or to a Judge in Chancery.

6820. In fact, drop the name of "lunacy" ?—Yes.

6821. You have no objection to the specially trained judge—the judge who is in the habit of trying lunacy cases ?—On the contrary, it is most desirable that a specially trained judge should be employed.

6822. Regarding the idiots ; the accommodation is notoriously insufficient in the country, is it not ?—I believe so.

6823. They cannot be certified, because there is no place to which they can be sent ?—I have no personal knowledge of pauper idiots.

6824. Imbeciles, the same way ?—I believe that is so, but I have no personal knowledge.

6825. Habitual drunkards. You have the statement here of your Committee : "No drunkard not being a criminal can be legally controlled except on his own application." That is not perfectly accurate, is it ? Under Section 2 of the 1898 Act we have petty offenders sent to inebriate reformatories ; and they are not criminals ?—Then I was entrapped by my ignorance of technical terms. I did not know he was not a criminal.

6826. A person drunk and disorderly on a Saturday night is hardly a criminal ?—I really do not know ; I have no knowledge of the terms of criminal law.

6827. There is another class with regard to which I would like to have the benefit of your experience, as you have interested yourself in criminal cases considerably. What is your opinion as to the procedure that ought to be adopted with the weak-minded delinquent ?—Do you mean the procedure before the court ?

6828. Either before the court, or before, during, or after trial ?—I think the present procedure is a very wise and a very just procedure. The prosecution are bound to take steps, whenever they have any suspicion that a prisoner is of unsound mind, to bring all the facts to the knowledge of the jury.

6829. That is only referring to the very serious charges. What about the petty charges ?—It does not apply to petty charges ; it applies to serious crimes.

6830. Do you not think there ought to be some measure of treating the habitual petty offender for his insanity ?—I think the magistrates usually order an inquiry into the state of his mind if they have any suspicion.

6831. We have had a lot of evidence before the Commission that a large number of these persons are imprisoned, with very marked insanity on them ?—No doubt. I do not think it is sufficiently recognised how difficult it is to be sure in any given case whether a crime arises out of insanity or criminality—whether it is madness or badness. Very frequently the two are commingled so that it is impossible to say which is in the preponderance.

6832. Have you much experience of the criminal classes or prison population ?—Not a great deal, but I am frequently called upon to examine prisoners previous to trial and give evidence.

6833. What about the police court cases ?—I do not see them ; only assize cases.

6834. You have referred to prison cases being discharged from asylums, with the least possible excuse ?—No, I did not say with the least possible excuse ; they are discharged when they appear to be well.

6835. As soon as there is an excuse to discharge them ?—Well, they are discharged as soon as they appear to be well.

6836. It has been recommended to us that the power of discharge should be limited until there is proof of sanity. Do you think that would be an advisable change in the law ?—No, I do not, because I do not know how their sanity could be proved.

6837. Will you agree with the other witnesses that they are discharged too soon—a lot of these prison cases ?—I think some of them are.

6838. And that that power of discharge ought to be restricted in some manner ?—I should hesitate to restrict the power of discharge. There is already a very wide discretion. If that discretion were taken away and the asylum authority were compelled to detain a person whether it wished to do so or not, that might lead to considerable practical difficulty.

6839. It might do so, but would it not serve a very useful purpose ?—I think the true remedy is to have a judicious asylum authority. I think if the asylum authority were judicious and strong, these cases would not occur.

6840. Would not that lead to abuse, by local authorities remitting lunatics back to the police courts, and then they would be looked after by the State ?—I do not understand.

6841. If we had two classes of asylums, one supported by the State and one by the local authority ?—I think that would be so. That is not my suggestion.

6842. You said a judicial asylum authority ?—A *judicious* asylum authority. I think the asylum authority that discharges a case such as I have spoken of is not very judicious. If more attention were paid to the *personnel* I think these cases would not occur.

6843. We know these cases do occur ?—They do occur ; but I think they are matters of administration, and not easily remediable by law, that is to say, there is ample power under the present law to detain these people if the asylum authorities desire to detain them.

6844. Have you any experience of labour colonies ?—No.

6845. You cannot defend the position that "such labour colonies might be largely self supporting" ?—No, I have nothing to say.

6846. (*Dr. Needham.*) You know there is insufficient accommodation for idiots of the lower class ; the report of the College of Physicians says so ?—Yes ; as to that I have no personal knowledge.

6847. Do you not think it would be a good thing if counties were to combine to form idiot institutions ?—I should think it would be undoubtedly much better than having separate departments for idiots in lunatic asylums.

6848. You have said you have no doubt that it is desirable that these imbeciles should be placed under care and separated altogether from the jurisdiction of the Lunacy Authorities ?—Yes.

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6849. You think, no doubt, it is very undesirable, if these people are improvable, that they should have what is in the public mind the stigma of insanity associated with them?—Yes.

6850. Do you think it is necessary or desirable that the feeble-minded people should be segregated?—From the general community?

6851. Yes?—Yes.

6852. Powers of detention, if necessary, should be obtained?—Yes; that is so; those feeble-minded persons who are, or are likely to be, a burden or danger to the community should be segregated, and power should be taken to detain them until that danger or undesirability is removed by their improvement by training.

6853. How do you propose to do that? What kind of provision would you make for them? I am speaking of people of the lower classes, of course; the affluent class would be able to provide for themselves. For people of the lower class how would you provide—in Homes, or colonies, or in what form?—I have the very greatest aversion to large institutions of any kind. I think they soon settle down into a mechanical routine which is quite unavoidable in large institutions, and that their administration is very costly, and that they are not likely to be remedial.

6854. You have no doubt that a large institution is a place in which the personal influence of the people in charge is lost?—Yes.

6855. A very valuable influence is lost?—Yes; I feel very strongly about that.

6856. Have you defined in your mind the sort of institution you would like to see established, or the sort of Homes, whatever they may be?—I cannot say I have thought the matter out.

6857. Do you think they should be in the form of Homes or colonies?—Yes, but I cannot say I have thought the matter out; I should hesitate to give a decided opinion.

6858. Have you thought at all as to the method by which their liberty should be taken away; whether it should be done by medical certificate—by what agency; whether, as under the lunacy act, by a magistrate and a doctor or doctors, or by a simpler process?—I think it should be done by a magistrate.

6859. And a medical man?—Yes, of course, by a magistrate acting on medical certificates, but I think that the magistrate must have had special experience. My experience of magistrates is very diverse. There are some who come to a case of lunacy with the fixed conviction that it is a case of fraud in which the relatives desire to get the patient placed in confinement for evil reasons of their own; that they want to get a sane person out of the way for their own convenience and their own ends. On the other hand, there are magistrates who have perhaps been on the Committees of large asylums, or have been in the habit of certifying cases from workhouses to asylums, who are almost as competent to decide the question of sanity or insanity as an expert medical man. It is to the latter class of magistrates that I would leave these cases to be decided.

6860. As to the form of certificates: at present you are aware that the lunacy certificates have to specify facts observed at the time of examination, and these facts must be such as to satisfy the central authority who have not seen the patient as to the insanity of the patient?—Yes.

6861. Do you think that would be requisite in the case of these feeble-minded children or people as to whom the definition of their condition would be extremely difficult? Do you think that a simple certificate that they are mentally defective and need care would be sufficient without giving facts?—Quite; I think so, yes.

6862. To go back to the question Dr. Donkin asked you; is it desirable, with reference to people suffering from moral insanity, that any alteration of the law should be made which would permit the certification, and therefore the deprivation of liberty, of people, upon facts communicated by others only, and omitting facts observed by the certifier himself?—No, I should never advocate that, because I believe that facts available to the certifier himself are always to be found in this way that, whatever statements he acquires from other people, he can always examine the patient upon them, and then that examination of the patient becomes a fact observed by himself.

6863. You think that would cover all the ground of the moral imbeciles and the people suffering from moral insanity?—I have never met a case which I could not myself certify, and I have never certified a case to which you, sitting in your office, have objected.

6864. (*Mrs. Pinsent.*) On page 364, in the last paragraph, you say: "Little can then be expected from remedial treatment, and prevention, to be effectual, must be carried out by methods that would be very costly, for which it would be very difficult to obtain sanction." Can you tell us what methods you had in your mind when you wrote those words?—First this, that I have already alluded to, the method of sterilisation, for which it would be extremely difficult to obtain sanction. As to the cost, it would then be necessary, if that view were taken, to detain permanently under care all these feeble-minded persons, whether they had been trained up to the point of self-support or not. So that enormous institutions would be required, and a huge population of such persons would be collected together and maintained by the State.

6865. You were not thinking of industrial colonies and Homes for a large percentage of these feeble-minded people, not necessarily all feeble-minded people, but a percentage of feeble-minded people; you would not consider that a too costly method to recommend?—I do not quite understand.

6866. You have said that you considered moral imbeciles should be under detention?—Yes.

6867. And I think you say habitual drunkards should be under detention?—Yes.

6868. Also that feeble-minded and imbecile people who cannot become self-supporting except under detention should be placed under detention?—Yes.

6869. When you wrote this you were not thinking of those three classes?—No; I was thinking that a certain portion of the population should be left outside of institutions.

6870. A certain portion of the feeble-minded population? Then you go on to say that much may be done in respect of their treatment. Do you mean by that treatment in residential institutions?—Yes; unless you can get hold of the whole life of your patient you cannot alter his disposition.

6871. That in itself is rather a costly matter?—Yes.

6872. (*Mr. Loch.*) Do you think that a good system of settling these cases would be to have a magistrate who has some special knowledge of the subject from his point of view, but also a medical assessor who would sit with him?—I scarcely see the need of a medical assessor. If you get a broad-minded magistrate who has had a wide experience of the insane (and there are plenty of such magistrates to be got now) I do not see the use of an assessor.

6873. Not merely when one deals with the insane, but with the whole of these classes equally?—Yes, I think so. It is a matter which can only be told by experience. My experience of magistrates who have had large experience is that they are fully competent to decide these cases.

6874. Supposing you were dealing with counties, would you have a single magistrate for all this work?—That is an administrative detail upon which I am scarcely prepared to enter at a moment's notice. Some counties are very large; the distances a man would have to travel would be very great.

6875. (*Chairman.*) With regard to children of well-to-do people who may be feeble-minded, do you propose to deal with them in any way?—The children can be sufficiently dealt with; they are under parental authority, and the parent can put them in what institution he likes, and put them under the care of whomsoever he pleases; until they come of age, at any rate. Of course there are certain children who, when they get over the age of sixteen or seventeen, become insubordinate and refuse to submit to parental authority. Those cases are very often difficult to deal with, girls who run away from home,

for instance, and stay away, and boys who defy parental authority. I do not know what the provisions of the law are which would enable them to be dealt with under those circumstances. Of course the supplies can be but off, but that is not desirable in the case of a girl very often, and if they are cut off in the case of a boy he very often takes to stealing.

6876. You do not think the State should interfere in any way with the parents by saying that the children should be treated in any particular way?—No, not in any particular way, but I think some power should be in reserve other than that of the lunacy authority to obtain control of older children who have not yet attained their majority but who are yet out of parental control.

C. A. Mercier, Esq., M.B., F.R.C.P., F.R.C.S.

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DAVID FERRIER, Esq. M.D., F.R.S., F.R.C.P., called; and Examined.

6877. (*Chairman.*) Would you be so kind as to give us your qualifications, so that we may get them on the notes?—Doctor of Medicine, Fellow of the Royal Society, and Fellow of the Royal College of Physicians, and various others.

6878. I think you were on the Committee of the Royal College of Physicians which sent us the Report handed in by Dr. Savage last week?—Yes.

6878A. May I take it you are willing that we should examine you upon that Report?—Yes.

6879. Is there any point in it which you wish to amplify, or to add to, before I ask the Commissioners to put their questions?—No, I wish specially to say that I frequently see cases of moral imbecility and habitual drunkenness which I think ought to be treated differently from the method in which they are treated at present, and give evidence more particularly as to the desirability of obtaining control over such persons—control which is not, I believe, given by the present lunacy laws, or laws in regard to inebriates.

6880. (*Mr. Dunlop.*) You have seen a considerable number of these inebriates and prodigals in practice?—More particularly those who correspond to the definition of moral imbeciles, who are guilty of all kinds of moral offences, and who are practically incorrigible, so that their parents bring them to me to consult me as to the organisation of their brains. My practice does not lie so much in insanity or idiocy, as in general diseases of the nervous system; and it is chiefly with regard to questions as to whether there is any organic defect remediable by medicine that I am consulted. I study their characteristics and ascertain their life history.

6881. You would not like to commit yourself very strongly as to whether these cases are absolutely without other defect or not? Probably that is not the object with which you have studied them?—No, that is a complex question. I think, however, the distinction between moral and intellectual imbecility is a thoroughly practical one and corresponds to a reality. There can be moral imbecility and immoral conduct without notable intellectual defect. The two things are theoretically inseparable, but practically there may be a greater amount of moral defect than intellectual inasmuch as we find many children who are intellectually up to the average and in fact some who have even attained distinction at school, and who are yet without a sense of shame—guilty of all kinds of moral offences and appear incorrigible by ordinary methods of punishment.

6882. As regards the more typically feeble-minded or imbecile, you see them in hospital practice I daresay?—Not often imbeciles.

6883. Epileptic cases?—Yes.

6884. And microcephalic cases?—Yes.

6885. Have you any difficulty in disposing of them—are there sufficient Homes to supply the want?—I do not think there are. There is a great difficulty in dealing with these. A poor woman brought to me the other day a child two or three years old, evidently an idiot. She did not know what to do with it; the child necessitated all her care. These children are not admitted into institutions until they are eight. The wretchedness that exists in poor families by the necessity of caring for these idiot and imbecile children is dreadful. I scarcely know how to advise in reference to them.

6886. There is no occasion to send young idiots of the better classes?—No, they can be looked after at home.

6887. It is the necessity for care and treatment which is the backbone of the necessity for certification?—Practically.

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6888. As regards epileptics, do you see many of them?—Yes, a very large number.

6889. Have you any suggestions to make as regards any new law dealing with them?—The imbecile or insane epileptic is, I think, sufficiently dealt with—the provisions of the law at present are quite satisfactory. I have a good deal to do with the sane epileptic, because I am one of the executive members of the epileptic colony founded at Chalfont. I have long recognised the desirability of providing colonies where epileptics—miserable at home—can be received and made to live a comfortable life and engage in healthy useful occupations. The colony at Chalfont established ten years ago is most successful. We have nearly 200 sane epileptics, all capable of doing some kind of work. They live together a very happy family life instead of being miserable at home.

6890. Is this institution maintained by voluntary subscriptions?—Yes, entirely voluntary. There are some funds for the maintenance of those who are too poor to pay. I think the charge is about 10s. 6d. a week. This colony has been very successful, and I think that we want a good many more such institutions through out the country. It would be well if all those who are unable to pay 10s. a week could be sent to similar colonies where the guardians might subscribe for their maintenance.

6891. You were saying you think the insane and imbecile epileptics are sufficiently provided for—legislated for you might say?—I think they can be certified and sent to ordinary asylums, the idiot asylums or divisions in the workhouses.

6892. Have you any personal experience of these boarding out homes for feeble-minded children in London under the Metropolitan Asylums Board?—No.

6893. There is one other class about which you might favour us with your opinion, that is the habitual drunkard. Have you any experience of the benefits of retreat treatment?—No, I cannot say much as to the effects of the treatment. I have more to do with those who will not go into retreats, and are a source of trouble, and distress in their homes, and who are so obstinate that no persuasion will make them submit to any form of treatment whatever. I have had in my experience to deal with cases of this kind, and I have often wished that some provision should be made; some power should be given to compel a person who is an habitual drunkard to go into a Home and be taken care of.

6894. Compulsory power?—Compulsory power.

6895. For extreme cases only, I suppose?—For extreme cases where they neglect their households, and neglect their duties generally. I can give you an instance of a case I have under my care now of the wife of a gentleman in affluent circumstances and the mother of two children—a highly accomplished and refined woman—who has for years been addicted to intemperance. At first her bouts were at irregular intervals, but she now drinks almost persistently. She neglects her household and all social duties, and for many weeks at a time lives a life of drunken helplessness, paying no attention to decency or cleanliness. If refused drink she makes such a disturbance that she upsets the whole household and alarms the neighbours. She refuses to be controlled by a nurse, or submit to any treatment, and will on no account go into a Home for purposes of treatment. I have endeavoured to have her certified as being of unsound mind, but a well-known

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authority on mental diseases expressed his opinion that she could not be legally certified under the present lunacy laws. There is a household entirely ruined by this woman; I should like to have power to deal with cases of this kind. I might give you another which is even worse. A lady, an accomplished woman; married eighteen years ago and has two children alive. Shortly after her marriage her husband discovered that she was in the habit of taking morphia which she said was for some ailment, and at first he even used to buy it for her himself. He discovered that she used to borrow money from friends, and even stole, in order to get the drug. He got her to go into a Home where she remained for a year. After coming out she took to her habits again, drinking everything she could, brandy, gin, and stimulants of all kinds. Then she got imprisoned for fraud, and was put in prison for nine months, but took to drink a few days after her release. Then there was another imprisonment, again for fraud. After this her husband refused to live with her. She lives apart from him, and apart from her children. She refuses any treatment. This man's happiness is ruined by his wife.

6896. Was not that woman a certifiable lunatic?—I should have told you she was certified once, and sent to an asylum where she was looked upon as a hopeless case. She, however, completely recovered, and on being allowed out she took to drink again. She was taken back to the asylum and kept there until she apparently was quite well. They dismissed her, and then she took to drink again. They cannot keep these cases in the asylum. When they are prevented from drinking they get perfectly well.

6897. There is a flaw in the treatment; there should be power to keep them in the asylums?—Yes, indefinitely.

6898. A case like that with such an insane history; then these powers for compulsory detention of habitual drunkards you would be of opinion should apply to all classes of life?—Yes.

6899. Not only the rich well-to-do man but the poorer classes?—Yes.

6900. Every person should have protection against the extreme habitual drunkard?—That is my opinion. undoubtedly.

6901. (*Dr. Needham.*) You do not think it would be desirable that there should be any increase of the power to detain people in asylums who, in the opinion of the medical superintendent, whatever their condition may originally have been, have recovered and are fit to be discharged; it would be an interference with the liberty of the subject which you would not recommend?—I think that if the previous history of the individual would lead the medical superintendent to regard the case as a recurring one, he should have the power to keep the patient under indefinite control.

6902. But would you consider it advisable to give any further power under the Lunacy Act?—I think it might be.

6903. You think the public would not think that the liberty of the subject was being interfered with?—They might, but the public will have to be educated up to see the necessity for such things

6904. (*Mr. Greene.*) Have you thought of the case of moral imbeciles?—Yes, I have seen a good many such in my practice.

6905. Do you recommend that they should be dealt with by the State in any way?—Yes, I think it would be very desirable if some means could be devised of putting these moral imbeciles under control with a view to their, perhaps, moral reformation, and to prevent their being a source of danger and trouble to their families and society at large.

6906. To society?—To society at large and to their own families, where they cause such distress. I have had a good many such under my care, and I have had great difficulty in dealing with them.

6907. I may take it that the moral imbeciles under your care are persons of the opulent class?—Yes, as a rule, well-to do.

6908. Have you thought of it with reference to the poorer classes?—I suppose the same machinery would work with regard to the poorer classes as to the upper.

6909. Would you segregate them in any way?—I do not know that that would be necessary; it might be advisable, perhaps, to classify them.

6910. Are moral imbeciles people who are able to manage themselves and their affairs?—No, I do not think that they are able to manage themselves; that is just the difficulty. They seem to be so devoid of all moral sense, and they are frequently also reckless in regard to their methods of dealing with their property. Some might be able to manage their affairs, others not; the chief difficulty is in managing themselves.

6911. Then you class them as people who might be certified as lunatics?—No, that is the difficulty; they are not at present certifiable as lunatics.

6912. Are they not certifiable as lunatics if they are unable to control themselves or manage their affairs?—They are intellectually not obviously deficient; morally they are perverse, but they are free from delusions, and can behave themselves so well that nobody examining them or talking to them would believe that there was anything materially wrong with them.

6913. Then you would suggest an intermediate certification for them, not as lunatics, but as persons who ought to be under control?—Under control, but not under the Lunacy Law. Parents and guardians will not take proceedings under the Lunacy Laws. They would regard this as a family stigma.

6914. If the control were administered by the Chancery Division of the High Court of Justice there would be no difficulty?—There would be less difficulty. I was thinking perhaps some method similar to the family council in France might be introduced into this country, where a magistrate, on the application of the family or their friends, might give an order for sending a moral imbecile to some reformatory or institution.

6915. That would apply hardly in the case of a labourer earning 14s. a week?—I think the same principle might be adopted. They are likely to become criminals in after-life, and if it is seen that they are so morally defective in early life, I think it would be desirable to send them, before they get into the hands of the police, to some disciplimary or reformatory institution.

6916. Have you had any experience of Section 116 of the Lunacy Act?—In cases where patients have been so ill that they have been unable to attend to their affairs, I have had frequently to sign affidavits.

6917. Through mental infirmity arising from disease or age, incapable of managing their affairs?—Yes, frequently.

6918. Do you see any objection to extending that to cases where it does not arise from disease or age, but where it is from imbecility?—No, I do not think so. The one great objection in all these cases is that an inquiry has to be undertaken in Lunacy. A man may be unable to attend to his affairs, but he may object to being served with a notice 'In Lunacy.'

6919. If it were put into another Division of the High Court?—There would not be the same objection. I had a case of that kind the other day. I was afraid proceedings taken in Lunacy would rouse his suspicions that he was being dealt with as a lunatic.

6920. Would you suggest an extension of Section 116 so as to include all possible cases, not merely whether the infirmity arose from disease or age?—Yes.

6921. You would also withdraw the administration from Lunacy and put it into some other Division of the High Court?—I think so.

6922. Because immediately the patient is placed under Section 116 it is a mere question of the administration of his affairs?—That is so.

6923. So that it practically matters not to what department it goes so long as they are qualified to manage it?—Quite so.

6924. Do you think if that were done in all cases of opulent people, children of well-to-do parents, they would avail themselves of that instead of having Inquisitions?—I think they would.

6925. Do you find that having Inquisitions is an expensive and tiresome procedure?—I have not had much

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experience as regards Inquisitions. Do you mean with a jury ?

6926. No, without a jury ?—I do not know how much expense that involves, but it ought to be rendered as cheap as possible.

6927. I suppose your experience ends in giving evidence before the master in lunacy, and you do not follow the patient afterwards ?—Very rarely.

6928. (*Dr. Donkin.*) I should like to ask one or two questions, following up what Mr. Greene asked you. You think it would be a good thing for some simple method of procuring the detention of this class of people to be extended to all classes so that it could be operative on those who already have been convicted of greater or less crime ?—Yes, even before they have been convicted of crimes, if it is seen that they are likely to commit crimes from their moral perversity, in all ranks of society I should like to have the power of putting them under control before they have become dangerous to the community.

6929. Indeterminate control ?—Yes, let them be kept there until their reform should be assured. Let the superintendent of the institution exercise his own discretion in the matter, but let the detention be indeterminate, with power, should he be released, to bring the individual back if he should be guilty of any moral offence. I would not limit the time, I would leave that to the discretion of the authority.

6930. At present there are a very considerable number of cases who have already been convicted of crime, in some cases minor crimes, who are not found to be certifiable, and are not certified by any doctors however skilled they may be, and who go out again at the end of their sentence ?—I think so. Some years ago I had a case of this kind. A young fellow who had been a trouble to his masters in every school, utterly incorrigible, guilty of all kinds of moral offence ; ultimately certified as being insane and placed in an asylum. He was, of course, a minor ; when he attained his majority he demanded an Inquisition, and the *De Lunatico Inquirendo* was held in London, and the evidence went to show he was a boy of considerable mental attainments. Many experts were called ; some held that he was a moral imbecile, others that he was intellectually imbecile. The jury by a majority considered that he was quite capable of managing himself and his affairs, and they gave him his liberty. Within a day or two of his getting his liberty he committed an indecent assault on a boy and was committed to prison. What he did afterwards I do not know. His life was not a very long one ; he died a year or two afterwards. There was a case where every kind of punishment failed to effect reform. If he had lived I have no doubt his life would have been a continual succession of crimes. I cannot recall any other cases of my own knowledge, but I believe there must be a pretty large number of such individuals.

6931. Who are not, and practically cannot be, detained under the present conditions ?—Who cannot under the present rules be controlled.

6932. (*Dr. Dunlop.*) May I ask one question about that case ? The jury at the time of the Inquisition declared the man to be insane. What happened at the time of the man's trial ?—The result of the Inquisition was that he was not regarded as insane. He was a very clever youth, and had attained great proficiency in many branches of learning, but he was morally incorrigible. The jury decided, after hearing all the evidence, that he was not insane and gave him full liberty to manage himself and his affairs.

6933. But he was tried for a criminal offence ?—Yes, and he was sent to prison.

6934. Not to the criminal lunatic asylum ?—No, to prison.

FLETCHER BEACH, Esq., M.B., F.R.C.P., called ; and Examined.

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6935. (*Chairman.*) Will you give me your qualifications so that we may get them on the notes ?—Bachelor of Medicine of the University of London, Fellow of the Royal College of Physicians of London, Member of the Royal College of Surgeons of England.

6935A. And you were also one of the Committee of the Royal College of Physicians which sent us the report handed in by Dr. Savage at our last meeting ?—Yes.

6936. I think you have had considerable experience of the class of persons we are enquiring into ?—Yes, I was House Physician to Bethlehem Hospital for twelve months, in charge of the Darenth Asylum eighteen years, and I have had charge of a private Institution for twelve years and have been in consulting practice for the same length of time.

6937. You have been so kind as to give us a statement of your evidence. May we put that on our notes ?—Certainly.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BEFORE THE ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED, BY FLETCHER BEACH, ESQ., M.B., F.R.C.P., PHYSICIAN TO THE WEST END HOSPITAL FOR NERVOUS DISEASES, EPILEPSY, AND PARALYSIS, LONDON ; PHYSICIAN TO THE NATIONAL ASSOCIATION FOR PROMOTING THE WELFARE OF THE FEEBLE-MINDED ; PHYSICIAN TO THE CHALFONT COLONY FOR EPILEPTICS ; FORMERLY MEDICAL SUPERINTENDENT OF THE DARENTH ASYLUM FOR IMBECILE CHILDREN.

As regards "The existing methods of dealing with idiots and epileptics," the arrangements made for idiots and imbeciles will first be mentioned.

The number of idiots and imbeciles at present accommodated are about 3,500.

There are five charitable asylums, viz. :

Number and accommodation of idiots and imbeciles in England and Wales.

	Patients.
Royal Albert Asylum, Lancaster, accommodates	606
Eastern Counties Asylum, Colchester, accommodates	256
Earlswood Asylum, Redhill, Surrey, accommodates	495
Midland Counties Asylum, Knowle, accomodates	89
Western Counties Asylum, Starcross, accommodates	272
	1,718
Lancaster Asylum has room for 46 more	46
Midland Counties Asylum has room for 25 more	25
	1,789

In round numbers we may say that the charitable institutions provide room for 1,800 idiots, imbeciles, and feeble-minded persons. Most of these institutions take paying patients, but by far the largest number are usually admitted on the voting system, the vacancies being filled up by those who have obtained the largest number of votes. The Western Counties Asylum takes a certain number of pauper patients.

As regards pauper idiots and imbeciles :—

The Schools Department of Darenth Asylum takes 1,000 idiots and imbeciles.

The Middlesex County Asylum, Tooting, annexe takes 200 idiots and imbeciles.

A block at the Northampton County Asylum annexe takes 50 idiots.

A block at the West Sussex Asylum annexe takes 50 idiots.

Winwich Hall, Lancashire, annexe takes 50 male idiots.

There are special wards for idiots and imbeciles at the Hants, Kent, Durham, and Rubery Hill Asylums which accommodate about 150 idiots and imbeciles.

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The two private asylums, Normansfield, Hampton Wick, and Rock Hall House, Coombe Down, Bath, take between them about 200 patients.

The charitable asylums provide for 1,800 idiots and imbeciles and feeble-minded patients; the Darenth Asylum and the blocks and wards at the county and borough asylums accommodate 1,500; and the two private asylums about 200, making a total of 3,500.

There are supposed to be 46,000 idiots and imbeciles* for which accommodation is required, so that at present only 7·6 per cent. appear to be provided for.

Number and accommodation in America.

In America provision was made in 1898 for 8,492 persons of this class. At that time nineteen states maintained twenty-four public institutions, and since then the number of institutions has increased. There are now twenty-nine public institutions, of which three are custodial asylums, two of the latter accommodating women only, and one men and women. There are also several private institutions, of which the most important are one at Barre, Massachusetts, where 100 patients are provided for, and the one at Orange, New Jersey, carried on by Mrs. Seguin. Dr. Barr, in his book entitled *Mental Defectives*, lately published, says that of 100,000 mental defectives in the United States, one-tenth, or 10,000, are receiving care.

I should mention that in America the word "feeble-minded" is used, where we employ the terms "idiot and imbecile," because it is thought that parents will send their children to an institution for the feeble-minded rather than to an institution for idiots and imbeciles. Lately the charitable institutions in England, with the exception of the Earlswood Asylum, use the term "feeble-minded." The Royal Albert Asylum, Lancaster, the Midland Counties Asylum, Knowle, near Birmingham, and the Western Counties Asylum, Starcross, near Exeter, append after their respective names, "Training Institution for the Feeble-Minded," while the Colchester Asylum is called, "The Eastern Counties Asylum for Idiots, Imbeciles, and the Feeble-Minded."

It should be remembered that in America most of the institutions have been built and maintained by funds provided by each State, whereas in England all the charitable asylums have been built by voluntary contributions, and most of them are also chiefly supported by the same source.

More institutions should be provided.

From this information it is evident that more accommodation should be provided for idiots and imbeciles. Cases constantly come before me (the poorer class of cases are specially alluded to, for the rich have ample provision made for them) in which the mother is unable to go out to work, because she has to look after her idiot or imbecile child. It was noticed long ago, when I was medical superintendent of the Darenth Asylum for imbecile children, that as soon as the children were admitted many of the parents came off the rates, because the mother could go out to work, not being kept at home as before, to look after her child. Now, unless the parents live in the Metropolitan area, the children cannot be admitted to Darenth, and unless they live in the eastern western, midland, or northern counties they cannot be admitted into the asylums of these counties. The Western Counties and the Eastern Counties Asylums are, however, quite full, so that cases can only be admitted into these two institutions as vacancies arise. The Lancaster Asylum and the Midland Counties Asylum have between them room for seventy-one cases, but this is a very small number and the vacant beds will no doubt soon be filled up. Then these two institutions will also only be able to take in cases as vacancies arise. The Earlswood Asylum, it is true, admits from the whole of England but there, too, the accommodation is limited. At this institution and at most of the others patients are admitted on the voting system, and many parents, being unable to obtain sufficient votes, cannot get admission for their children. There is then only the Home, the workhouse, or the county or borough asylum for the children, and the workhouse and the asylum are in every way unfitted for the education and training of these children. If not sent to these the children are kept at home and lose the education and training they require, and when they grow up they often become criminals or prostitutes.

How can asylums or institutions be provided?

Two courses seem to be open in order to provide accommodation for these patients, viz. (1) to build blocks or annexes for them in the grounds of existing county or borough Asylums, and (2) to build separate institutions for them.

The first plan is objectionable; the numbers at present provided for are too small for proper classification, education, and training, and if the number be increased considerably, it would seem better to have an institution for them alone, where all the appliances are such as are suitable for them, rather than in the grounds of county and borough asylums, where the great majority of the patients are insane. It has been the work of years to make the public understand the difference between lunatics and idiots and imbeciles, and even at the present time I am sure that many do not understand it. If then more blocks or annexes are erected in existing county or borough asylums, it may be thought that there is not so much difference after all.

The second plan is more suitable. If there be not sufficient patients in one county, one or more counties could combine and erect an asylum. Now that the county councils in London and throughout the country are made responsible for the education of normal children it seems advisable that they should be responsible for the care, education, and training of idiots and imbeciles in the same way as they are responsible for most of the special schools for feeble-minded children, when those schools have been provided.

More voluntary contributions are required for the erection and maintenance of charitable institutions.

There is a fault in the charitable asylums which should be remedied.

The existing charitable institutions, viz., the Earlswood Asylum, Royal Albert Asylum, Eastern Counties, Western Counties, and Midland Counties Asylums as a rule admit patients for five or seven years, and they are then discharged to make room for more patients who require instruction and training. This seems to be a serious defect. A few patients may be able, when sent out, to earn their own living, but the majority must inevitably deteriorate. It seems to me that custodial asylums should be provided in connexion with these asylums as is done in America, so that the cases may be retained for life. If there be not enough land at these institutions, or if land cannot be purchased close to the existing asylum, this need not be a barrier, for Dr. Fernald superintendent of the Massachusetts Institution for feeble-minded children, has his custodial asylum for patients passing out of the parent institution some miles away from that institution. The custodial asylum is built on the colony plan, 1700 acres having been purchased. Many of these patients, he says, are perfectly capable of self-support under competent direction, who would be utterly incapable and useless without it. If the authorities of these charitable asylums do not wish to add these custodial asylums to the existing asylums, then custodial asylums should be built by the county councils.

How does "The Idiots" Act work?

In 1866 the Idiots Act was passed, in order to free the charitable institutions above mentioned, and certain private asylums from provisions of the Lunacy Acts which formerly applied to them, and which sometimes interfered with the reception of cases. In fact, whereas formerly patients were required to be certified as lunatics before they could be admitted, the machinery required under this Act has been much simplified. A medical certificate to the effect that the patient, who may be an infant, or of full age, is an idiot, or has been imbecile from birth, or for years past, or from an early age, is capable of receiving benefit from an institution, the name of which is given, registered under the Idiots Act, has since the passing of this Act been all that has been necessary. These charitable institutions and the private asylums have become registered under this Act, the admission of cases has been much simplified, and the annual inspection of the establishments by the Commissioners in Lunacy being continued is a proof that the patients and arrangements are managed in a satisfactory manner.

With regard to epileptics, these are divided into the insane and the sane. Dealing first with the former class, the first movement in our own country for improving their condition was to provide special wards for them, so that they might be separated from the other cases. As long ago as 1874, Mr. Ley, who was then Medical Superintendent of the Lancaster County Asylum, near Prestwich, advocated that the epileptic patients in the various Lancashire Asylums should be placed in a separate institution, but nothing was done in the matter. In 1892, Dr. Ewart read a paper before the Medico-Psychological Association

*I have not been able to verify these figures.

Provision for insane epileptics.

of Great Britain and Ireland, in which he advocated the establishment of colonies, not only for the epileptic insane, but for adults and children who were epileptic only and not insane. Public opinion ripened on the subject, and in 1897 Dr. Rhodes and Alderman M'Dougall were appointed by the Chorlton and Manchester Joint Asylum Committee to visit institutions for the treatment of imbeciles and epileptics in Germany, France and Belguim, and on their return they issued a report in which they recommended that the mental and bodily sick, about 20 per cent., should be provided for in pavilions similar to the Wilhelmina Augusta Pavilions at Alb-Scherbitz, an institution there provided for the insane population, and that the physically capable, about 80 per cent., should be provided for in homes on the colony plan, and that not more than 30 persons should be placed in the same home. As a result of this report the Manchester and Chorlton Unions decided to establish a colony for imbeciles and epileptics. For some time difficulty was experienced in obtaining land suitable for the purpose, but some time ago the Manchester and Chorlton Joint Asylums Committee purchased a site of 170 acres at Langs, a few miles from Blackburn, and they are now building homes in which to place their imbeciles and epileptics, the imbeciles being accommodated in one part of the estate, and the epileptics in another part. The Leicester Board of Guardians are about to acquire a large area of land for the treatment, on the colony system, of the imbeciles and epileptics in the Leicester Workhouse. The London County Council have built, on the Horton Manor Estate, near Epsom, a colony in order to provide for 300 insane epileptics, 127 acres of the estate being allocated to it, the buildings which form it occupying an area of twenty-seven acres. This institution is now fully occupied and is in good working order. The buildings consist of an administrative block, with which is included staff quarters and an infirmary for patients, a separate block containing the stores and kitchen departments, with the recreation hall adjoining, and eight villas for patients. These villas are single floor buildings, and each accommodate about thirty-six patients and the staff required to work it. A house for the Medical Superintendent is placed at a convenient distance from the administrative centre. The Cumberland County Council have resolved to provide accommodation, distinct from the workhouse or asylum for their imbeciles and epileptics, and the Lancashire Asylums Board are about to provide a colony for the insane epileptics in Lancashire, thus carrying out the suggestion made by Mr. Ley thirty years ago.

Provision for and number of sane epileptics accommodated.

With regard to sane epileptics, the first home that was established for them in England was the one at Maghull, near Liverpool, in 1888, by Dr. Alexander and other gentlemen, and contains 150 patients. The house itself is an old manor house, but since it has been purchased three other homes for male and female epileptics have been erected on the estate, so that the patients are well subdivided and classified. The male patients are employed in gardening and the female in household pursuits. In 1893 the Meath Home of Comfort was founded by Lady Meath at Godalming, Surrey, and contains fifty epileptic women and girls from the ages of two to thirty-five years. The cases are admitted from all parts of England, and must be able to engage in some occupation, such as needlework, beadwork, basket making, or laundry work. In 1894 the first colony in England for sane epileptics was opened at Chalfont, in Buckinghamshire, by the National Society for the Employment of Epileptics. The homes have been gradually built on an estate of 135 acres by ladies and gentlemen who are interested in the work. During the last two years some more acres have been bought, as it was found that the 135 acres were not sufficient. There are nine of these homes, four for men, two for women, a convalescent home, a home for colonists who require special care and treatment, and the home for Hampshire epileptics. The convalescent home and the special home as well as the Hampshire home are all occupied at present by colonists in good health, in order to lessen a little the number of those who are waiting for admission. The number of the colonists is at present 198. There is also a small home, called St. Luke's Home for Epileptic Churchwomen, which was established in 1895. The home provides accommodation for ten female epileptics who require nursing. Another colony for sane epileptics has been recently opened. It has been built by the Lewis trustees on an estate of 460 acres at Chelford, in Lancashire. It will accommodate 250 colonists who will live in nine homes. They will be divided into first, second, and third classes according to payment, as in the German institutions.

Altogether, then, only 658 sane epileptics are provided for, viz., Maghull, 150; Meath Home, 50; Chalfont, 198; St. Luke's Home 10; David Lewis Colony, 250 = 658.

More colonies required and how they can be provided.

If it be remembered that there are about 30,000 epileptics in England and Wales, and that many of these must be sane epileptics, it is quite evident that many more colonies should be provided for them. These should be built by the county councils in large towns, and where the numbers in the counties are small, three or four, or more, counties might combine to build and maintain the colony, or the county might erect a home for their epileptics at Chalfont in the same way that the county of Hampshire has done.

Provision made for epileptic children.

Three classes of epileptic children have to be provided for:—(1) the epileptic idiot or imbecile child; (2) the feeble-minded epileptic child; and (3) the mentally sound epileptic child.

The first class is cared for in county and borough asylums, private asylums, workhouses, institutions for idiots and in Darenth Asylum, a well-known establishment of the Metropolitan Asylums Board. A few of the second class in London attend the special classes provided by the London School Board for feeble-minded children, unless the epilepsy is too severe, but for the third class scarcely any accommodation has been prepared.

The number of epileptic children is estimated at one per thousand, and it is said that of these one-sixth require special provision on account of the severity of the epilepsy. This estimate of one per thousand acquires support from the fact that in the "Report of the Scientific Study of the Mental and Physical Conditions of Childhood," published in 1895, out of 100,000 children seen by Dr. Warner and others 110 were epileptics and children with history of fits during school life.

As regards the number of pauper cases at present in the county and borough asylums and provincial licensed houses in England and Wales, I am unable, owing to want of time for collecting these cases, to state them, but Dr. Needham, Commissioner in Lunacy, has kindly provided me with Appendix N. to the forty-ninth Report of the Commissioner in Lunacy, in which, among other details, is given the number of pauper epileptic children under sixteen years of age who were also idiotic or imbecile in county and borough asylums and one licensed house (as private asylums are considered by the Commissioners) on the 1st of September, 1894. From this report I find that there were in fifty-four county asylums 250, in fourteen borough asylums 30, and in one licensed house one case, making a total of 281 epileptic children who were in addition idiots or imbeciles. As 166 of these were of faulty habits the probability is that only 115 of the 281 were capable of instruction.

Dr. Needham also kindly sent me a copy of a return by the Local Government Board, dated February 12th, 1895, showing the number, on the 1st day of September, 1894, of imbecile and epileptic children under sixteen years of age in each workhouse, separate infirmary, school, or other similar establishment belonging to the Guardians of Unions in England and Wales (excluding the metropolis), distinguishing the number of such children who were of faulty habits, and the number who would, in the opinion of the medical officer, be likely to be improved by special training. The number in the schools was not distinguished from those in the workhouses and infirmaries, but a summary of the return showed that there were 55 boys and 38 girls, total 93, who were epileptic only, and 52 boys and 46 girls, total 98, who were both imbecile and epileptic. There were 229 of faulty habits, and 178 who were, in the opinion of the medical officer, likely to be improved by special training, but as the latter number included 294 children who were imbecile only, it is impossible to say how many epileptic children were improvable. The particulars were obtained from 175 unions. The total number of extra-metropolitan unions in England and Wales is 618, but the returns received from the remainder of these unions showed that there were no such children in the workhouses. It will be noticed that the metropolis was excluded in the above return, but the information omitted was supplied by the Local Government Board in 1893 to Mr. G. Penn Gaskell, Secretary to the National Society for the Employment of Epileptics, at his request.

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2 June 1905.

He informs me that the Local Government Board prepared a return of the number, ages, and occupations of epileptic indoor paupers in the London district. There were in all 626 epileptics, but only twenty-two were under the age of sixteen. The return did not include the pauper schools, but, as a matter of fact, there are not many epileptic children in these schools. This is known to be the fact, because of 9,831 children who were inmates of pauper schools Dr. Warner was only able to find five who were epileptic. The reason for the small proportion of epileptic children compared with adults in the Poor Law institutions of the metropolis obviously is, Mr. Gaskell thinks, that the epileptic child is usually supported by his parents out of the workhouse, whereas when he grows up and becomes dependent upon himself he fails to keep his employment, and is obliged to resort to the Poor Law. There is also another reason for the small number of children, and that is, that children are not admitted to these schools unless the medical officer is of opinion that they are free from disease and able to take part at once in the ordinary discipline and occupation of the school, and so epileptic children would usually be excluded. It should be mentioned that the twenty-two children were sane, or at least had not been certified as being of unsound mind.

With regard to the institutions for idiots, I have been informed that there are seventy-eight epileptic children in the Earlswood, Lancaster, and Colchester establishments, thirty of them residing in Earlswood, thirty-four in Lancaster, and fourteen in the Colchester Asylum. The institution at Starcross, near Exeter, does not admit epileptics. Many of the epileptic children in these institutions will be above the pauper class, but at Darenth Asylum, which is supported by the rates, all are pauper cases. At Darenth there are 136 males and ninety-six females, total 232 epileptics. Altogether, then, it appears that these establishments provide accommodation for 310 epileptic children, who are also idiotic or imbecile.

With regard to feeble-minded epileptic children, the clerk to the London School Board informs me that only thirty-three attend the special classes for mentally defective children established by the Board. He says: "The School Board for London, although they have the power to establish schools for epileptic children, have not, so far, availed themselves of the Act. They do not agree with the limitation imposed in the Act as to the size of the schools to be provided." This limitation will be referred to towards the end of the paper. There are, in addition no less than 217 epileptic children who do not attend school, and the reasons for this, Mrs. Burgwin, superintendent of the special classes under the London School Board, thinks, is that they are mostly cases of severe epilepsy, unfit for a day school, either ordinary or special.

As regards the number of sane epileptic children for whom provision should be made it is difficult to give an estimate. The number of children attending elementary schools in England and Wales, according to the last published Report of the Board of Education for the year ended on August 31st, 1900, was 5,705,675, and if one in every thousand is considered epileptic the number will be about 5,700. The great majority of these will be sane, although no doubt a few attend the special schools for feeble-minded children, which have been opened not only in London, but at Birmingham, Bolton, Bradford, Brighton, Bristol, Burnley, Bury, Leicester Nottingham, and Plymouth, and the classes which have been arranged where instruction can be given at Liverpool and Manchester, and many other towns. The London School Board some time ago inquired into the number of these children under their jurisdiction, and Dr. Shuttleworth found that out of 350 epileptic children only 17 per cent., or sixty children, were fit to undergo the ordinary school curriculum. Since then the number has increased, and last March, Mrs. Burgwin tells me, eighty-five attended the ordinary elementary schools. No doubt a large number attend no school at all. The Charity Organisation Society made an inquiry into the subject some years ago, and found that, of 372 cases in which children were exempted from attendance at the public elementary schools in 1891, sixty-one were epileptic, and probably also among the exempted cripples, 806 in number, a proportion were also epileptic. At the National Hospital for Epileptics, Queen's Square, where, by the permission of the authorities, cases were noted by Colonel Montefiore on behalf of the Charity Organisation Society, it was found that of forty-two children from three to fifteen years of age only four were attending school regularly.* Dr. Ferrier saw in the same hospital 1,000 epileptic children during three years, and, coming to more recent times, I find that my colleagues and myself have seen 100 children at the West End Hospital, which is a small hospital, during the past year. It seems, therefore, that there are a large number of sane epileptic children, but what that number is it is impossible to ascertain.

For mentally sound epileptic children above the pauper class very slight provision has been made. The Maghull and Meath Homes for Epileptics accommodate between them forty-two children, sixteen living in the Maghull Home and twenty-six (all girls) in the Meath Home. The Chalfont Colony for Epileptics has twenty-four boys below sixteen years of age, and would have had girls, and little boys and girls, but for difficulties put in its way by the Education Department, to which allusion will be made later on. Though the epileptic children in asylums and workhouses may be cared for, no attempt is made, as far as I can gather, to instruct them or to teach them various trades. Education of this character is only given to the epileptics in the voluntary institutions for idiots and imbeciles before referred to and at the asylum at Darenth. In these institutions they not only have school instruction, but the boys are taught tailoring, shoemaking, upholstering, carpentering, brushmaking, matmaking, basket-making, wood-carving, printing, and work on the land attached to the institution, while the girls are instructed in laundry-work and perform various household duties. The work turned out by the patients in these institutions is so good that it is a pity that the more intelligent epileptic children in the asylums and workhouses are not so instructed and employed. The sane children in the Maghull and Meath Homes and at the Chalfont Colony are employed, and school instruction is given in the Maghull Home.

From a time-table which the Clerk to the London School Board has been kind enough to send me I find that the feeble-minded children, and therefore the feeble-minded epileptic children who attend the special classes, go to school from 9.30 in the morning until 12.0 noon, and in the afternoon from 2 to 4 o'clock. They only attend five days per week, Saturday being a whole holiday. The senior and junior boys and girls have the same number of hours of reading, writing, arithmetic, object lessons, singing, recitation, prayer and Scripture lessons, and drill, per week, two hours and a half being allowed for recreation, but in manual work the number of hours differs. Thus, the senior boys are employed nine hours and the senior girls nine hours and a half per week in laundry-work, cooking, clay modelling, basket-weaving drawing and brush-work, the boys also doing woodwork and the girls needlework, while the junior boys and girls are only employed seven hours per week. During this time they are instructed in mat-plaiting, kindergarten, sewing, drawing and colouring, clay modelling, paper folding, and drawing. Two hours are devoted by the girls to needlework, the corresponding period of time being utilised by the boys in learning macramé, and bead threading. This time table is evidently the result of a Minute of the Committee of Council on Education, dated February 26th, 1900, which prescribed the conditions to be fulfilled by certified schools for defective and epileptic children. According to this Minute, the time-table provided for instruction in the elements of reading, writing, and arithmetic, singing and recitation, object lessons, drawing, needlework for girls, physical exercises and manual instruction. Not less than six hours of manual instruction must be given weekly to each child. The Minute names the different forms of manual instruction which are to be taught, and includes the subjects already mentioned, and in addition, worsted-work, tailoring, shoemaking, gardening, and farming work, and practical housewifery. Since this paper was published fresh regulations have been issued by the Board of Education, dated July 11th, 1904, and the teachers work under these new regulations.

A short description of the Asiles de Laforce may perhaps prove interesting to the members of the Commission. John Bost was a minister at Laforce, and, sympathising with the friendless girls he found there, he opened his first

* The figures of this paragraph were obtained from a book entitled, "The Epileptic and Crippled," published by Swan Sonnenschein & Co., London.

Home for them and called it "La Famille Evangélique." Since then six other Homes have been opened, of which three are specially interesting to us—viz., Eben-Hézer, Béthel, and La Miséricorde. The first accommodates young girl epileptics, the second boy epileptics, and the third epileptics who are idiots and infirm. The *asiles* or Homes are not large, and according to a report which I have by me, I find that Eben-Hézer provides room for 43, Béthel for 30, and La Miséricorde for 30 epileptic children. They receive instruction, and are taught various trades. The Homes are built on the family system, not as an institution, but as a family of Homes. Apparently this was the first institution in which epileptic children were placed, as the first Home was founded in 1848.

With regard to the Bielefeld Colony, I need not say much, as Dr. Wildermuth will no doubt describe it. It consists of a number of houses, scattered over an estate consisting of 1,350 acres, and there are schools and a museum of art, ethnography, and natural history. Béthel is the largest house of the colony, and, when visited in 1892, contained a population of 308 persons, of whom 80 were epileptic children. In June, 1891, according to the report which was issued, there were in the colony 159 children, of whom 86 were mentally sane, and 73 were weak-minded. As a matter of fact, the Béthel house is a sanitorium; an institution for the education and instruction of epileptic children; an institution for the employment of epileptics; and an asylum for imbecile epileptics. All the colonists have to do some work.

The Maghull Home for Epileptics, near Liverpool, was opened in 1888 by Dr. Alexander, with the assistance of some other gentlemen, and contains 150 patients, of whom sixteen, as before mentioned, are children. The home itself is an old manor-house, and admits of good classification of the cases; and as there is close by an estate of twenty-eight acres, of which three are attached to the home, there is room for the erection of more houses as they are required. Three houses have already been built for male and female epileptics, and as more houses are built they will be still better sub-divided and classified. The male patients are chiefly employed in gardening, and the female in household pursuits.

The Meath Home of Comfort was founded by Lady Meath in 1893 at Godalming, Surrey, and contains epileptic women and girls from the ages of two to thirty-five from all parts of the kingdom. The inmates must be able to engage in some occupation, such as needlework, beadwork, basket-making or laundry-work. About fifty female epileptics reside there, of whom twenty-six are children below sixteen years of age.

The Chalfont Colony for Epileptics is the first colony of the kind in England, and was opened in 1894. The Homes have been gradually built by donors who are interested in the work of the National Society for the Employment of Epileptics. There are eight of them—four for men, two for women, a convalescent Home which has not yet been furnished, and a Home for colonists who require special care and treatment. There are now 136 colonists in residence, and a Home for Hampshire epileptics is about to be built to accommodate twenty-four colonists, so that the population will soon amount to 180. The male colonists are employed in carpentering, basket-making, in the smith's shop, or on the farm and orchard, and the women in the laundry or in needlework or domestic work. Twenty-four boys, aged fourteen, are in residence there.

Three years ago an Act called the Elementary Education (Defective and Epileptic Children) Act, 1899, was passed, and by it power is given to a school authority to ascertain what children in their district are epileptic and unfit, by reason of severe epilepsy, to attend the ordinary public elementary schools. It also gives power to a school authority, when they have ascertained that there are epileptic children in their district, to establish schools certified by the Education Department, for epileptic children, or to "contribute, on such terms and to such extent as may be approved by the Education Department, towards the enlargement or alteration, and towards the maintenance of certified schools." This is a very good provision, for it will be seen, by what has already been mentioned, that very little has yet been done to provide for sane epileptic children. Among the 350 epileptic children before mentioned under the London School Board, 40 per cent., or 140 children, were fit to be sent to epileptic institutions, and no doubt much the same proportion would be found under the jurisdiction of school authorities in the provinces. Unfortunately there is a clause in this Act* which limits the number in each house or Home to fifteen, and limits each establishment to sixty children in four Homes. If it had not been for this clause children would have been at the present time educated and trained at the Chalfont Colony, where two villas had been built for children, one for boys and one for girls. Each villa was built for the accommodation of twenty-four children, but the Education Department will only allow fifteen to be placed in them. The National Society for the Employment of Epileptics and the London School Board have petitioned the Education Department to alter this clause and allow Homes to contain twenty-four, but up to a recent period difficulties have been put in the way, and the society has been obliged to utilise the villas for adult epileptics. Quite lately, however, the executive committee of the Chalfont Colony have been informed that if a larger number of Homes were built in one colony, but divided into groups of four Homes each, the Board of Education would be prepared to treat each group as a separate establishment, and to certify the Homes accordingly. The executive committee will no doubt take this matter into consideration.

Experience has shown that young epileptic cases are those in which the best results are gained by the colony system of treatment. At the Zürich Institution for Epileptics the result of the training is most marked. The authorities there report that the children "learn to muster up and exercise their distracted faculties, to master themselves, to be punctual and obedient, and above all things—a matter in which an epileptic is often wanting—to find pleasure in regular activity, and to regain the confidence which he has often lost in his own power of performance." The fits are fewer, and instances are given which prove that under proper training and a sufficient staff of teachers great progress is made mentally and physically. The experience at Chalfont confirms this statement. Although the committee have hitherto been prevented from taking young children, they were so convinced of the value of employment at as young an age as possible that they have admitted twenty-four boys of fourteen years of age. In these the improvement has been very satisfactory; they look healthy and cheerful and are happy and contented. During the winter evenings they receive instruction in reading, writing, arithmetic, drawing, and history, and during the day they are, both in winter and summer, employed on the farm or in other duties.

When it is remembered that there are about 40,000 epileptics in the United Kingdom, and that many of these are epileptic children, it will be evident that many more colonies should be provided for these afflicted children. Large towns should build colonies for them, and in places where the numbers are small the counties should combine and erect buildings for them. For the class above paupers voluntary effort is much required.†

The operative treatment of epilepsy by craniectomy and examination of the meninges and the brain has not, in my experience, been attended with good results; but medical treatment and careful dieting, both in my private and hospital practice, have gradually lessened the number of fits, and in some cases have caused them entirely to disappear.

I have to thank Dr. Needham, Commissioner in Lunacy; the Clerk to the London School Board; Mr. G. Penn Gaskell, Secretary to the National Society for the Employment of Epileptics; Mrs. Burgwin, Superintendent of the special classes of the London School Board; Mrs. Dickinson Berry, Assistant Medical Officer to the London School Board; Dr. Alexander; the Lady Superintendent of the Meath Home of Comfort for Epileptics; Drs. Caldecott and Douglas and Messrs. Turner and Locke, Superintendents of the voluntary institutions for idiots and imbeciles; Dr. Taylor, Superintendent of Darenth Asylum; and Dr. Simson, Medical Registrar of the West End Hospital, for the information they have so kindly given me, and without which it would have been impossible for me to write this paper.

* This clause has been repealed.

† The preceding five pages are taken from a pamphlet of mine on "The Care and Treatment of Epileptic Children," published in 1902.

Question 6937.

F. Beach Esq., M.B., F.R.C.P.

2 June 1905.

As regards epileptic children belonging to the elementary school class very little has been done. The only school recognised by the Board of Education is a Roman Catholic boarding school, which accommodates fifty-six boarders at Much Hadham, in Hertfordshire. The children must be not under seven and not over sixteen years of age. Although intended primarily for Roman Catholic epileptic children, others are admissible, so long as no differential treatment is insisted on. Two other schools conducted by the Guild of Social Service have been approved, but are not yet certified, one at Lingfield in Surrey, which has a hundred children, and one at Starnthwaite, Westmorland, which accomodates twenty-four. Only 180 children, including Lingfield, are recognised by the Board of Education. If we add to these the sixteen at Maghull, twenty-six at the Meath Home, and fifty at the David Lewis Colony, we have only a total of 272 for whom accommodation has been made. The number of children attending elementary schools in England and Wales, according to the report of the Board of Education, published in August, 1900, was 5,705,675. No doubt since then the number has been increased, but taking that as the present number, as one in every 1,000 is considered to be epileptic, 5,700 require to be provided for. Instead of this only 272 are accommodated. So far, the London County Council has made no special provision for their epileptic children. A few attend the ordinary elementary schools. Mrs. Burgwin informed me in 1902 that eighty-five epileptic children attended these schools, but they frightened the other children and special provision should be made.

Provision for epileptic children deficient.

The only way in which this can be done is to make the Elementary Education (Defective and Epileptic Children) Act, 1899, which is only a permissive Bill, a compulsory one.

How further provision can be made

Morally defective children are a very difficult class to manage, for they are often intellectually sharp and clever, but morally they are thieves, liars, cruel, full of cunning, and sometimes criminal in their tendencies. If remonstrated with, they will promise to behave better, but their promises are soon forgotten and a slight cause produces a fresh outbreak. In some cases they possess good manual skill and use it for bad purposes. Dr. Morel, of Belgium, found a number of this class of patients in the prisons there, and he recommended that they should be put in special institutions. My own opinion is that they should be put into colonies or boarding schools, and taught different trades, or be employed on the farm or garden, if there be one attached to the institution. If they be not kept apart from the general community they will be sure to commit some act which will bring them into trouble, and the probability will be that they will be sent to prison which is not the proper place for them. If they are kept in a colony or boarding school, they will be kept out of mischief, and will lead useful lives. That this opinion is not a mere theory is proved by the fact that the Special Schools Sub-Committee of the late London School Board were about to build a boarding school for children of this class under their care, when the work was stopped on account of the Education Department of the London County Council taking over the education of the London children.

How should Moral imbeciles be dealt with?

In 1896, the Board of Education appointed a Departmental Committee to inquire into the number and condition of defective and epileptic children, and after examining a large number of witnesses the Committee issued a report and recommended that certain arrangements should be made for providing for them and teaching them. Many of these recommendations have been embodied in an Act of Parliament, called the Elementary Education (Defective and Epileptic Children) Act, which was passed through both Houses of Parliament and received the Royal assent in 1899. By this Act school authorities may make arrangements for ascertaining the number of children in their district who "not being imbecile, and not being merely dull or backward, are defective, that is to say, what children by reason of mental or physical defect are incapable of receiving proper benefit from the instruction in the ordinary public elementary schools, but are not incapable by reason of such defect of receiving benefit from instruction in such special classes or schools as are in this Act mentioned," and the number of children who "are epileptic children, that is to say, what children, not being idiots or imbeciles, are unfit by reason of severe epilepsy to attend the ordinary public elementary schools." A medical examination and certificate to this effect is required in the case of every child.

Provision made for mentally and physically defective children.

It will be noticed that three classes of children, namely, the mentally defective, physically defective, and epileptic children can be and are now provided for. It will also be noticed that idiots and imbeciles are expressly excluded from the benefits of this Act. They are otherwise dealt with, as has been shown previously. The provisions made for epileptic children have also been described, so that it is only necessary to show the arrangements made for mentally and physically defective children.

Taking first the mentally defective, the feeble-minded, children, the school authority may make provision for the education of these children in three ways: (1) by establishing special classes in public elementary schools; (2) by boarding out such children near to a special class or school; and (3) by establishing schools for them. Whichever method is adopted, the assent of the Board of Education must be obtained and special classes and schools must be certified by the Educational Department before they can be used. Boarding schools can also be built, if required. The children must remain at school until they are sixteen years of age, and must be examined from time to time to ascertain whether they have attained sufficient mental progress to enable them to return to the public elementary schools. The school authority may provide guides or conveyances for those children who could not otherwise attend school. The Board of Education last year issued regulations providing for grants of money on account of the education of defective children, and prescribed conditions to be fulfilled by certified schools and classes. Records are to be kept of the child's capacity and progress; great importance is attached to manual training; the teachers must possess high-class certificates of their abilities to teach defective children; and the number of children attending each class must not exceed twenty.

Altogether there are at the present time 149 special schools which have been established under the Elementary Education Act, 1899, before referred to, of which five are boarding schools. Of these 149, 131 are day schools for the mentally defective, thirteen for the physically defective, four are boarding schools for mentally defective, and one is a boarding school for epileptic children. Accommodation has been provided for 7,466 children, but of these 4,362 are under the direction of the Education Committee of the London County Council, while the counties and urban districts outside London only provide for 3,098, so that London has carried out the directions of the 1899 Act much more perfectly than the provincial districts. Of these 7,460, 617 are physically defective children, but in this case again more physically defective children are provided for by the London authorities than by the county authorities and urban districts outside London, the former having 360, and the latter 257 under their care. In London lately some schools have been opened for older mentally defective boys, where trades of different kinds are being taught. I am informed by those qualified to judge that these schools for older boys have proved very successful, as indeed have all the schools for younger mentally defective boys and girls in London and the provinces. In one of Mrs. Burgwin's reports she says that they supply a long felt want "and one of the most encouraging aids in the work is the growing confidence of the parents." The Board of Education has drawn up regulations for the boarding out of defective children under boarding-out committees, but only four of these have been formed, one in Westhoughton, one in Birmingham, one in Leeds, and one in Cardiff. The boarding out of these children is not altogether a satisfactory state of things, and boarding schools are more likely to give more satisfactory training. Parents must send their children to special day classes where the Act is in operation. The Metropolitan Asylums Board, who are responsible for the education of pauper children in London, have taken advantage of one of the provisions of the Education Act, 1899, which allows mentally defective children to be boarded out in a house conveniently near to a certified class or school, and have established four homes in different parts of London in which the feeble-minded children live and attend the special schools or classes in their neighbourhood. These children can attend school until they are twenty-one years of age.

As regards physically defective children, the Act makes the same provision for them as it does for mentally defective children. Instead of a guide, however, an ambulance is required to take them to and from school, and some school authorities provide a nurse to attend to the children and dress any wounds or sores they may possess. They are taught the same subjects as mentally defective children, and as a rule make much more progress, as their brains are in a stronger condition. In fact, in London, during the time of the late London School Board, scholarships were given to six cripple girls after the age of sixteen.

Notwithstanding what has been done, it is calculated that only one-fourth of England and Wales is provided with these classes or schools. In order to extend the provisions of the Elementary Education (Defective and Epileptic Children) Act, 1899, it is necessary that it should be made compulsory on all school authorities. Some conferences which have lately been held, notably the combined conference of the National Special Schools Union and the National Association for Promoting the Welfare of the Feeble-minded, have sent up resolutions to the Education Department of the Government that in the opinion of these conferences the present permissive Act should be made compulsory. This action shows that in the opinion of those who are perfectly acquainted with the working of this Act, and are able to judge of the way in which it works, its provisions should be extended to the large number of feeble-minded and physically defective children who have no opportunity of being educated and trained. The machinery is all ready, and all that is necessary is to put it into action. The children in the special schools should remain there until they are twenty-one years of age, in the same way that the pauper children under the care of the Metropolitan Asylums Board do.

More schools are needed for teaching mentally defective and physically defective children and how these can be provided.

A grave question which arises is as to what is to be done with the feeble-minded children who have to leave the special schools at sixteen years of age. It seems advisable that all should be placed under permanent care and treatment. It is, however, useless to ask for what, in the present state of public opinion, will never be granted. Those of us who have studied the subject are of opinion that those who are able to earn their own living should be allowed to remain at home and go out to work under proper supervision, and the remainder should be placed in a colony where they can go on with their trades, if they have learned any, or can be taught them if they have not learned them, or be employed on the farm or in the garden. The girls or young women would be employed in fancy work, domestic work, the laundry, and the sewing rooms, and should be placed either in a separate colony from the male patients, or if in the same colony at some distance from the male patients.

What is to be done with the feeble-minded children who leave the special schools after 16 years of age?

That this plan is likely to be successful is, I think, proved by the fact that the National Society for Promoting the Welfare of the Feeble-minded, which was founded in 1896 and is under the presidency of Lady Frederick Bruce and the chairmanship of Mr. Dickinson, a member of the Royal Commission, has at present four Homes in which feeble-minded patients are trained. One, called Alexander House, is at Hammersmith and trains nineteen girls of from fourteen to twenty years of age; the second is at Upshire Bury, in Essex, and accommodates twenty boys and youths from sixteen years of age upwards; the third is known as the Coningham Road Home, Shepherd's Bush, and cares for and shelters feeble-minded girls and their infants on their discharge from workhouse infirmaries; and the fourth is the Oxford Home for feeble-minded girls over fifteen years of age. The girls or young women in these Homes do housework, needlework, and laundry work, and the boys and youths work on the farm and garden, or in the shoe shop, or look after the poultry. The girls and women in Alexander House, which has been at work for the longest time has sent out a few women who have been placed in situations under careful supervision, and the boys and youths at Upshire Bury, the only Home for boys and young adults in England, go out to work on the neighbouring farms, lodging being found for them close to their work. The master of the house looks after them; they come up to the Home on their holidays and bring their money with them. There is no power of detention, but the cases at present do not require it. In addition to these Homes twelve others had been opened before the National Association for Promoting the Welfare of the Feeble-minded had been founded in order to train feeble-minded girls and women, and their work has been very successful. All these institutions, including the four belonging to the National Association for Promoting the Welfare of the Feeble-minded, have been either certified or approved by the Local Government Board, and are visited by its inspectors. All these Homes, too, have been very successful, and in those which have been opened for some years a considerable amount of income is derived from payment of the work of the inmates. At the Homes of Industry, established near Birmingham by Miss Stacey in 1892 for feeble-minded girls, as much as 2s. 6d. per head per week is, on the average, made by the labour of the forty-two inmates in aid of maintenance, the weekly rate for which is 8s. 6d.

What the Homes provided by the National Association for Promoting the Welfare of the Feeble-minded and the other Homes do.

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There is no doubt that in the interests of society a permanent Home apart from the ordinary population is in the majority of feeble-minded cases much to be desired. Mental feebleness is to a great extent hereditary, and can therfore be transmitted to another generation. Miss Maud Lawrence, in the closing paragraph of the Annual Report of the Special Schools Sub-committee of the London School Board for the year ended March 20th, 1903, recommends that permanent care at twenty-one years of age should be provided for such cases as constitute a danger either to themselves, or society at large, or posterity. She recommends also that children who are not paupers should be allowed to attend school up to twenty-one years of age. In the North of England a movement has been set on foot by the "Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded," which is much to be commended. Miss Dendy, who is the founder of the society, has established two Homes at Sandlebridge, near Manchester, in which thirty-seven children are accommodated for life.

Permanent Homes for the feeble-minded required.

After-care societies have been formed in London, Birmingham, and several large towns to look after the feeble-minded children either while attending school or after they have left it. It is certainly very important that the training and discipline given during the time the feeble-minded children attend school should not be lost through want of after care.

After-care Societies useful.

6938. (*Mr. Byrne.*) May we take it that you are speaking in a representative capacity, like the others from the College of Physicians?—Yes.

6939. You have heard the evidence given by Dr. Mercier and Dr. Ferrier, and in substance you agree with all that they have said?—Yes.

6940. I want to ask about one point which was put to them; that is, with regard to the persons of whom a considerable number exist—men and women alike—who are perpetually sent to prison for small offences, mostly when in prison are found to be insane, certified and sent to asylums, promptly recover there, and as their term of imprisonment is generally short are dismissed as recovered from the asylum. On a day on which you were not here, a list of the convictions and admissions to an asylum of a certain woman was given, which showed that ten or twelve times in a few years she was in and out of prison. The Lunacy Commissioner who was giving evidence said he had no doubt, and we were all prepared to take that, that the superintendent of the asylum was acting rightly and properly at the time. That is an unfortunate position, is it not? The woman, as Dr. Mercier said this morning, was apparently sane when in the asylum under good organisation and management, but the doctor knew perfectly well when she got out into the world her mind would give way again. What practical suggestion can you make to us for dealing with such cases?—The difficulty about keeping any patient does not arise so much with the criminal class as it does with the ordinary class. With the ordinary class, if a patient is kept after he is sane, a superintendent would run a risk of an action being brought against him. That would not apply of course in criminal cases. I should fancy the way would be to give the superintendent authority to keep the patient under control as long as he thought proper.

6941. That would be rather an invidious task for the superintendent?—It would.

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6942. If the patient was quiet, well-behaved, industrious, and had been so for months or years, it would be almost impossible even for a strong superintendent to keep her in?—It would, no doubt.

6943. Can you suggest a method by which a judicial proceeding should be taken by which that woman should be either prevented from being discharged from the asylum or should be sent to a place where sufficient control could be kept over her to prevent her falling again into this vicious circle—freedom, prison, asylum; freedom, prison, asylum?—It is difficult to do that. It would require considerable thought.

6944. Would you theoretically approve some such procedure?—Theoretically, I should.

6945. You would think it better than expecting the superintendents to do what is really almost impossible for them?—There should be some authority. It would be an invidious position for the superintendent to have to decide that. It is much better to have some authority by which the superintendent would be obliged to act. There should be some controlling authority.

6946. What would you think of such a scheme as this: Supposing the case of a woman of that description; the superintendent reported to the Visiting Committee, "so and so has been quite sane, working hard, good tempered for three months, and I must pronounce her to be sane, but I know as soon as she gets out she will be drunk the first day, mad the second, and in prison on the third. I therefore ask instructions from you." Would you think the Visiting Committee ought to have power to bring that person before a magistrate in order that some directions might be given for her detention?—I think that would be a very good method.

6947. Would it be easier and more practical if institutions such as have been adumbrated in the evidence which you have heard were in existence—not asylums, but labour and custodial Homes or colonies?—Yes.

6948. You think that would be practical?—Yes.

6949. Would you recommend that?—I should recommend that, certainly.

6950. Would that be one possible way in which the wishes of the College of Physicians with respect to feeble-minded persons, moral imbeciles, and habitual drunkards could be given effect to?—Yes.

6951. You have had considerable experience of institutions?—Yes.

6952. One of the subjects which we are ordered to report on is how economy can be secured in dealing with the classes who are referred to us. Do you think that the existing law, so far as it relates to the matters you have had most experience of, county asylums and institutions of the Metropolitan Asylums Board, is sufficient in itself to secure the necessary economy in the provision of institutions?—For the whole number of different classes?

6953. In the first instance I mean for the classes who are now dealt with?—The idiots and imbeciles are at present dealt with in charitable asylums, which I mention in this memorandum, and under the Metropolitan Asylums Board which I superintended at Darenth; and in private asylums. They are sent there by means of the Idiots Act. Before the Idiots Act was passed every child sent to these institutions had to be certified as a lunatic. In many cases that prevented the child being admitted into any asylum. The mother said, "My child is not a lunatic, I will not have her sent to this institution." That was felt very strongly by people in charge of the institutions. A great many of the committees felt it so strongly that the Idiots Act was passed in order to prevent that. When the Idiots Act was passed in 1886 the certifying of the patient as a lunatic was abolished and another state of affairs was set up. I have the Act here. Any doctor can certify a child as an idiot or an imbecile and he can be sent to an institution.

6954. May I pursue my question about the institutions of the Metropolitan Asylums Board? They are not certified under the Idiots Act, they are certified under the Lunacy Acts?—Yes.

6955. Although you have only idiots and imbeciles you have some imbeciles of a trainable class, who can in certain circumstances do a great deal towards earning their living?—Yes.

6956. Till the experiment of Rochester House had been tried, not much had been done in the way of attempting to get them to earn their own living?—Since I left the asylum a good deal has been done towards extending the number of trades which are taught.

6957. You believe that is a possible or useful thing for the inmates?—I do, certainly.

6958. And if a class of a still higher grade of imbecility, a grade more nearly approaching the normal, were put into custody, would you think it essential that the greatest efforts should be made to give facilities to them to earn their living?—I think so, not only on that account, but the more patients of this kind are employed the happier their lives are and they are more amenable to treatment. In many of the charitable asylums the number of trades is considerable; seven or eight different kinds of trade are taught to these children during the time they are under care.

6959. If you had the higher-grade imbecile, such as some at Darenth and some at Rochester House including also those whom it is considered by many that this Commission should recommend dealing with, would you expect under proper management profit could be derived from their labour?—A certain amount of profit no doubt would be made, but a very small amount.

6960. Do you think they might meet half the cost of their maintenance?—I doubt whether you could do that. I am judging from Miss Stacey's. She has an institution of this kind for feeble-minded girls who have been under treatment some time. They are only able to earn 2s. 6d. a week.

6961. Per head?—Yes.

6962. As regards mere maintenance that is a substantial sum. Some reformatory industrial schools exist at a maintenance charge of 3s. 6d., so if the girls can make a profit of 2s., 6d., so far as mere maintenance is concerned, they are not very far from doing well—it is more than half? —Our average charge used to be 14s. a week. We did send out a very few cases absolutely cured. They would probably be called feeble-minded now; in the older days they were called idiots or imbeciles. Some of these went into the adult asylum and others were able to earn the whole of their living when they were discharged. Inside the asylum the more advanced ones who were never discharged did earn a considerable amount making clothes, boots and shoes and working at different trades.

6963. In the schools to which you have referred where they earn 2s. 6d. the cost of maintenance is raised considerably by the amount of education they receive?—This school I was speaking about is affiliated with the National Society for the Feeble-minded.

6964. By whom considerable efforts are made to teach the children?—Yes. I should say that in Miss Stacey's institution most of the inmates are young women.

6965. Do you think efforts made to give book learning to defective children are well made or that they are superfluous and that manual training and training in good habits are all that is required?—I think educational treatment might be diminished and more time given to manual training.

6966. It is true, is it not, as Miss Hargraves the superintendent of Rochester House told us, that the expense of teaching comes in book teaching?—Yes.

6967. One person can keep boys and girls, or young men and young women, at manual occupations where it would take five or six to keep them at class work?—Yes.

6968. So that from the figures you hope very considerable success might be expected from giving these persons work in proper establishments?—Yes. As mentioned in this report, during the last few months the Education Committee of the London County Council have opened three schools for older boys who have passed through the elementary defective schools and who are employed wholly and solely in learning different trades. They are ten, twelve, and thirteen years old and educational treatment is finished.

6969. The object is to diminish the net expense of keeping these boys?—Yes.

6970. Do you think that, with that laudable object, it would be advantageous that institutions such as have been referred to, might also include other classes of defectives, such as are referred to this Commission, would you see any objection to a large country institution containing in a separate part sane epileptics ?—I do not think there would be any danger in putting epileptics in another part. this is being done now. There are a number of County Councils considering the question of forming colonies for epileptics and imbeciles, the epileptics on one side of the colony and imbeciles on the other.

6971. You would approve of that, practically; and also as a means of economy ?—I think so, provided they were kept quite apart.

6972. Not necessarily separate during their work, do you think ?—I think it would be better for epileptics to work in one part and imbeciles in another part. Probably the imbeciles would not be able to do the same amount as epileptics would ?

6973. The epileptics are benefited, are they not, by open air work ?—In the colony for epileptics, of which I am one of the physicians, with Dr. Ferrier, all the patients are employed in different occupations. The association is the Association for the Employment of Epileptics. The colonists, as we call them down there, are occupied the whole of the day in doing work of some kind or another.

6974. Miss Hargreaves told us a considerable number of high-grade imbeciles—and *a fortiori* I suppose, defective persons—are useful for laundry work, cooking, washing and house work; do you agree with that ?—Yes.

6975. Then an establishment which contained epileptics and imbeciles of this high grade might be run advantageously—from the point of view of economy, because one class could do the kitchen, garden and outside work, and the other the domestic work and the inside workshop work ?—Yes, but I should be inclined to keep the two classes separate.

6976. Would you approve of them being in the same institution, or would you have a colony for epileptics here, with paid servants, and a colony for imbeciles there, with paid servants ?—If you have sufficient room I think it would be better to put the imbeciles one side of the colony and the epileptics on the other. It is a question of expense with Boards of Guardians. They are not always inclined to spend too much money. The ideal plan would be to have a colony for epileptics alone and a colony for imbeciles alone.

6977. With paid servants looking after them ? In what sense would it be ideal ?—Different rules could be made for epileptics. They would work a longer time than imbeciles and do work of a much higher class.

6978. Do you think it is possible or desirable to make these people work for each other to help towards their own maintenance, or do you think, if the State takes their care, it must have elaborate institutions and employ servants to put them to bed and get them up and so on ? In our colony of epileptics the number of paid servants is very small. During the day time the patients are sent out to the farm under a bailiff; a night attendant looks after them during the night; there is a sister in charge of each home, one paid servant and a nurse. It might be done with a smaller number than that.

6979. That could be done with imbeciles too ?—That could be done with imbeciles of the higher class. I think the way to provide both for epileptics and imbeciles of the higher class is to keep them occupied as much as you can; their lives are happier, and the amount they make contributes towards their maintenance, though not to a very great extent. I think it would be a wrong thing to put a large number of attendants in charge of a large number of epileptics or imbeciles. When they have been trained to do their work they go on mechanically working; they do not want much supervision. At the workshop at Darenth where we had twenty boys learning tailoring and twenty learning boot-making they were in charge of one bootmaker and one tailor only.

6980. That is true of many of the classes referred to us ?—I think that would be true to a much greater extent in reference to the feeble-minded class. They would do more than imbeciles and idiots do.

6981. Do you think if the feeble-minded class were dealt with it would be possible or desirable to make them assist in the domestic work, the laundry, and so on, of other institutions so as to diminish the number of paid servants ?—Yes, that is what is usually done now, at the present time. At Darenth they are sent to work in the kitchen. They are under the charge of the cook and the kitchen-maid. Others who work in the laundry are under the charge of a head laundress and one or two maids. They do a considerable amount of work. If we had not these imbeciles to do the work we should have had to employ paid servants to do it for them.

6982. Have you been to the Tooting Bec asylum ?—No. At Darenth we did employ the better class of patients as much as we possibly could in order to lessen the cost of maintenance, and also to lessen the number of attendants who had to look after them. It is advisable to let patients do as much work as they possibly can, and to have as few attendants to look after them as possible consistently with the safety of themselves and others.

6983. You heard what Dr. Ferrier and Dr. Mercier said about the desirability of compelling defective people who are habitual drunkards to go into retreats. Do you agree, as a general principle ?—As a general principle. There should be some means of sending these habitual drunkards to institutions where they can be looked after. Magistrates have power to send persons who come before them for two years. In the higher class cases where the trouble exists there should be some means of putting them under control.

6984. What practical steps would you recommend supposing it were decided it was desirable to bring about that. Do you think that the husband or the wife or the family should be enabled to go before a magistrate with evidence and medical certificates that such-and-such a person was an habitual drunkard, was unwilling to go into a retreat, had funds of their own, and that such funds could be made available for support, and ask the magistrate to commit them to a retreat ?—I should prefer the French system, the *Conseil de Famille*.

6985. Do you happen to know anything of the working of anything corresponding to that in Jersey ?—No.

6986. Have you practical experience of the French system ?—No, I only know the system seems to be a good one. The whole family consult; a magistrate is in the room, and when the family decide on sending a patient away to an institution, the magistrate, on the evidence which he hears from the family, commits the patient.

6987. Do you think that system could be combined with procedure to meet one other recommendation of the Royal College of Physicians, namely safeguarding the property of the habitual drunkard. Do you think the same magistrate who ordered a man or woman to be sent into a retreat, and £150 out of their property to be set aside for maintenance, might make an order appointing a receiver of, or for safeguarding, the property of the inebriate ?—It depends upon the status of the magistrate a good deal, whether he is a judge, or something of that sort.

6988. Do you think a matter like that is of such importance that it ought to go before a judge or a Master in Lunacy, or that a magistrate, with judicial authority under the Lunacy Act, might do it—a stipendiary such as we have in big towns. Would you trust a metropolitan magistrate ?—I would rather put it under a judge.

6989. You would rather give it to Master Fischer ?—Yes.

6990. About defective people of the upper classes, the well-off classes. Do you agree that there is probably no sufficient reason to interfere with them, that while they are young they are under the parents' control, and when they grow up they are amenable either as criminals or something else ?—The feeble-minded of the better classes are mostly sent to private institutions. I see a great number whose parents will not send them to institutions. Then they have to provide a governess in their home. In my experience treating children individually is not so good as training them collectively. Although they are feeble-minded they are not devoid of the spirit of emulation; when they are mixed with children of their own mental plane they improve much quicker than when kept at home or looked after by a governess.

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6991. The report of the college says: "To recapitulate, legislative power is deficient to obtain control over the persons of feeble-minded persons and moral imbeciles." What practical steps would you recommend for the carrying out of that?—Obtaining control of feeble-minded persons at the age of sixteen when they leave school. My idea would be that they should be sent to a colony where they could be looked after.

6992. To a custodial colony in England you mean?—Yes. I would not say with reference to all children; the expense would be too much.

6993. To whom would you give the power of doing that?—It would require some authority; the County Council at the present time look after the education of the normal children and the education of the feeble-minded children as long as they are under the age of sixteen, and I am rather in favour of the County Council looking after them after the age of sixteen.

6994. The County Council have no power over the persons—to obtain control over the persons is the recommendation. How would you do that?—There is no power.

6995. No County Council has power over anyone except so far as they may be regarded as the lunacy authority?—I think there should be detention.

6996. Could an experienced magistrate do that, or should that go to a judge?—An experienced magistrate might do that.

6997. Specially selected for each district?—For that purpose.

6998. A stipendiary magistrate of the district is a barrister of many years' practice, selected for his knowledge of the world and common sense, as will as his knowledge of the law?—I am afraid a stipendiary magistrate would not have time if there are a large number to be certified.

6999. They could be taken in batches on certain days There would not be so many as that, would there?—If the law is passed to allow this kind of thing there would be a good number when it first commenced. As time goes on the number would be lessened.

7000. I am putting this question because it is a matter of great practical importance. Even if everyone in England, agreed that it should be done it might break down on the steps required to carry it out practically. If a man could be brought before the judicial authority in the town near which his family lived, steps might be taken; but if they had to employ a solicitor in their neighbourhood who would employ a solicitor in London who would enter proceedings in Lunacy, or in the Chancery Division, and have to summon a lot of witnesses, it never would be done?—That would be fatal altogether.

7001. So we may take it the recommendation of the college that this should be done means it should be done in such a simple and easily worked way as will have some result?—Yes.

7002. You see no rooted objection to an experienced, competent magistrate doing it?—No doubt it could be done in that way.

7003. Would you recommend that it should be made the duty of doctors to notify cases of feeble-mindedness which in their opinion require detention, which came to their notice in their ordinary practice?—Do you mean doctors?

7004. A doctor, or anyone else, finding out that in the family there was a feeble-minded girl or young person should be compelled to notify if as if it were scarlet fever?—Under the present law every parent is obliged to send his child to a school for defectives. He is bound to do so by law.

7005. Under certain conditions which do not exist in one out of 100 places in England—if there is a certain school within a certain distance of him, and so on. He has no real obligation to do so?—The law says if there is a school in the neighbourhood for defective children he must send the child there.

7006. If there is not a school in his neighbourhood there is no obligation?—That applies to the provinces. London is supplied with schools for over 4,000 at the present time. In the rural districts I should be inclined to make them boarding schools. The number would be very much scattered, and it would be impossible for one school to look after them; but if there was a boarding school to which a certain number of these children could be sent those children could be sent and taught in the same way as they would be in a large town. I quite see the difficulty about the children. It is not in large towns, because there are a large number who can be educated together, but when you get into the rural districts where the numbers are small, the only way is to provide a boarding school and the law allows you to provide a boarding school to which children can be sent.

7007. (*Mr. Hobhouse.*) You quote statistics about America. Do you know anything about America, or is it merely what you gather from books?—I got them by writing to the different superintendents there; from the reports that they sent me.

7008. There is not very much difference in the percentage provided for, in one country and in the other?—You mean in reference to America and this country? America provides for about 10 per cent.; we provide for about 7 per cent.

7009. The deficiency is not so great in this country as it might appear at first sight?—No.

7010. I take it this estimate of 46,000 idiots and imbeciles is approximately the correct number?—Yes, approximately the correct number. I think I got the number from the Charity Organisation Society book.

7011. And may I take it that this number is derived from the returns of the Charity Organisation Society?—I rather think so I am not quite certain.

7012. It would be important to get your source of information. Can you supply it to us?—Yes, I will make a note of that.

7013. In your view it is approximately correct?—Yes.

7014. There is one interesting point you make on page 378; you say your experience at Darenth was that as the imbecile children were admitted into the homes the parents came off the rates. Is that a large experience or an occasional experience?—It is rather a large experience.

7015. It may be if that experience is large that the provision of homes will not tend to increase the rate so much as the apparent expenses?—There is a certain amount of expense in sending the children to the homes, but if you can take them off the rates and do the child good at the same time, it seems very desirable.

7016. Is your experience of this point sufficiently large to enable you to express a definite opinion upon that?—There was a considerable number of cases at Darenth when I was there, where the parents did come off the rates. That is one of the things that might make the Boards of Guardians send their children down. They were not convinced of the fact, at first. They found they came off the rates, and they found it was desirable that the children should be trained and at the same time the father should go on earning his living.

7017. This expression applies just as much to the father as to the mother?—More especially to the mother; in many cases the mother went out as a charwoman, and things of that kind. She could not do that as long as she had the child to look after. In some cases the father did not make enough money to keep the family, and the mother had to go out and earn money to help the father to support the family. In many cases there were other children to be supported besides this particular child.

7018. The support of this child was just the last straw that broke the camel's back?—Yes.

7019. Has your experience been that in a Home for the mentally defective such as Earlswood the parents will come considerable distances to visit their children?—They do at Earlswood because that takes in cases from the whole of England. Other asylums only take cases belonging to special districts.

7020. Do you know enough about Earlswood to enable you to answer that question?—No; I have been there several times, but that point has never arisen.

7021. Have you any experience of any institution where that point might have arisen?—At Darenth the parents had to live in the neighbourhood of London. It depends to a great extent on the parents; some mothers do not care about the children at all, when once they are

put into an institution. Others, on the other hand, who are very fond of their children, will go down and visit them.

7022. Would the area covered by Darenth exceed the area of an ordinary county ?—Darenth includes the whole of the Metropolitan area.

7023. Would that be larger than an ordinary county; I am talking about the area, not the population ?—I do not know what the area of the Metropolitan county is.

7024. What I want to get at is this; if a central institution for the management of these defective children is started, it may be urged against it, that if it provided for grouping of the counties, parents would not come a long distance to see their children. You have no experience outside Darenth which would enable you to give any opinion on that point ?—No.

7025. At Darenth did the parents come, on the whole, largely ?—Yes; we had one visiting day per week. We had a visiting day for boys one week, girls the next.

7026. Distance did not deter them ?—No; those who lived in distant parts came just as often as those who lived close by.

7027. You report on a place called Maghull, a Home near Liverpool, on page 381 ?—It is an estate of twenty-eight acres of which three are attached to the Home. I mean the Home itself takes up about three acres.

7028. There are about twenty-five acres ?—Yes.

7029. Is that area sufficient to provide work for the inmates ?—That was sufficient. It only contains 150 patients. I went to see this place a year or two ago; I went and spent a morning there when I happened to be in the neighbourhood. The house is an old manor house which has been altered. There they take in what are called second and third class cases. Since then they have opened three other Homes in which first class cases are taken; first class cases, according to payment. The third class cases pay about 10s., the same as they do at Chalfont Colony; the second class pay a little more; the first class pay as much as two or three guineas a week.

7030. This is an institution for— ?—Sane epileptics.

7031. But based upon payment to which there is no contribution from outside ?—No.

7032. Then in the case of those persons, would not work of some kind or another be of considerable importance in effecting a cure ?—Yes, and they made no difference. A gentleman went out and did carpentering or gardening as well as others did.

7033. Is the area of 25 acres sufficient to employ them ?—They were not all employed on that; there were trades as well. Dr. Alexander's idea was that it was sufficient; he was the great man there.

7034. Can you give us your idea of what acreage should be attached, say to 100 patients, in an institution of this sort ?—At Chalfont we started off with about 156 acres which Mr. Passmore Edwards gave us. Since then we find it is not sufficient and we have had to buy 35 acres more. We are now going to buy more land still, because we want the colonists to work on the land as well as at trades.

7035. What acreage does that represent at Chalfont ?—We shall have 200 acres for 200 patients.

7036. That is an acre a patient ?—Yes.

7037. That in your opinion is what is necessary ?—That is not enough.

7038. Would two acres per patient be enough ?—I think two acres would be enough.

7039. And that ought to be provided in every institution of this sort ?—It depends on what you are going to do, whether you are going in for farming or orchard work. At Chalfont a considerable amount of work is growing fruit and vegetables for markets close by.

7040. Of course, I am talking of the case of males, not females. On the other hand, you probably would put males and females in the same institution, though in separate blocks ? — Yes. At Chalfont females work in laundry or domestic pursuits, the males on the land and in the shops.

7041. You have heard Dr. Mercier's evidence about heredity, do you agree with it ?—I have no doubt heredity does play a considerable part in the production of feeble-minded persons. At present we have no statistics of it. Some years ago Dr. Shuttleworth and myself analysed about 2,500 cases of idiots and imbeciles, but I do not think you can apply the same causation for idiots and imbeciles as you can for the feeble-minded. At present we have no figures to go upon.

7042. You express on page 383, in the last paragraph but one of your statement, a very strong feeling that mental feebleness is to a great extent hereditary, and can be transmitted ?—Yes.

7043. Upon that point you are not in agreement with Dr. Mercier ?—I believe silly people are very likely to produce feeble-minded children; intemperate people would do so too. I am speaking more especially now of the idiot and imbecile class. At the present time there are very few published figures. I think there are some at Birmingham, but beyond that there are very few figures as to the causation of feeble-mindedness as distinct from idiocy and imbecility. The causation of idiocy and imbecility is well known; it has been inquired into and statistics formed. There are those of Dr. Shuttleworth and myself of those 2,500 cases, and there are others; but as regards the feeble-minded, as distinct from imbeciles and idiots, there are very few statistical figures. My opinion is very strong that feeble-mindedness is hereditary to a certain extent.

7044. (*Mr. Greene.*) Ought I to have understood from your evidence that your knowledge of what happens in America is gathered from only books and reports ?—And from a visit I made myself some time ago.

7045. Before 1898 ?—Yes.

7046. Did you find the arrangements for treating feeble-minded people in America, were in advance of us ?—In those days there were no feeble-minded classes. They give the name "feeble-minded" over there to what we call idiots and imbeciles. They call them feeble-minded because they think parents will send children to institutions for the feeble-minded where they will not send them to an instituition for idiots and imbeciles.

7047. This was a class including what we should call feeble-minded as well as idiots and imbeciles ?—No, because they have feeble-minded classes in America as well as we have here.

7048. Did you inspect any of their institutions ?—I went over all they had at that time. They have doubled them since then.

7049. I understand that they have been built and maintained by funds provided by the State ?—To a great extent, yes.

7050. Had you been engaged in practice here in some of your official positions at the time you went there ?—I had just been appointed Superintendent of the Asylum at Darenth. Six months or twelve months after that I went with Dr. Shuttleworth to see these institutions.

7051. Your mind had been directed to what you could earn if you went over there ?—Yes.

7052. Did you find you could obtain a good deal of valuable information ?—Yes, a good deal. One arrangement they had, much superior to our own, was that they provided a larger number of teachers. Many institutions with about 500 patients had as many as ten teachers. In England the number is considerably less. At Darenth, where we had 500 children at school, we only had three teachers and four school attendants to teach the whole number.

7053. Did you find that the law provided for the erection of those establishments ?—First of all Dr. Seguin, who invented the first way of teaching these children, was visited by a certain number of Americans. They went to see the work he did. They came back to Boston and told the people what had been done and an appropriation was put aside for a temporary institution.

7054. Do you know what the amount was ?—I have not got it here. It was a very small amount, because it was only a temporary institution. At the end of three years they found it so successful that they increased the amount of the appropriation and the school was made permanent. The same thing occurred afterwards in New York. They had a man who had been over to see

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Dr. Seguin's work and they gave a small appropriation; then they gave a larger appropriation and that was made a permanent school.

7055. The experience in America proved it to be so satisfactory that it increased as time went on?—Nearly every State has its own institution.

7056. At about what period did they commence doing it? What was the date of the first deputation coming over to Dr. Seguin?—It was about the time Earlswood was built.

7057. (*Mr. Byrne.*) 1848 the book says.—It was 1848 to 1850.

7058. (*Mr. Greene.*) Then the system has been in operation in America for a good many years?—Yes, about fifty-five years now.

7059. I understand you to say that in every State they now have their establishments for the feeble-minded?—I believe so.

7060. Are they large establishments?—They take in as many as 1,000 at some; in others they take as many as 500. The one I know of chiefly is Dr. Fernald's, who was over here some years ago and spent a considerable time with me. He has his own institution for children up to the age of sixteen. Since then they have bought 500 to 600 acres to which all children are to be transferred as soon as they arrive at sixteen; what they call custodial asylums.

7061. Have you directed your attention to the similar treatment of feeble-minded people in European countries?—Yes, I have seen them in Norway, Copenhagen, and a certain number in France.

7062. Are there any institutions, comparable in efficiency to those in America, in European countries?—I think there is one very complete one at Copenhagen which was started by a doctor there. Then the two in Norway are very well arranged.

7063. Are they as well equipped and efficient in European countries as they are in America?—I think those in America are the best equipped of the whole number.

7064. Is the law in America especially favourable to the maintenance and continuance of the establishments?—Public opinion is, and the law as well. They look upon these people as anti-social beings who should be shut up.

7065. Possibly there is more to be learnt from America than from any other part of the world?—I think so.

7066. Do you think persons who have only acquaintance with the mode of dealing with things in the British Isles can form an adequate judgment about it without knowing what has taken place in America?—If you visit the charitable institutions, the different institutions in England, it is the same kind of treatment as they have in America, but not the same number of teachers. Practically the same method of training is carried on as you would see in America.

7067. But not on the same scale because each State has its own Act; public opinion is different there?—Yes.

7068. In your opinion it would be an advantage to get the light of American experience thrown on our subject?—Yes, I was hoping some Americans would be coming over.

7069. Or someone from here would be going to America?—Yes, quite so.

7070. Now another point. You say at page 378, that the rich have ample provision made for them—that is, in titutions. "Cases constantly come before me. The poorer class of cases are specially alluded to, for the rich have amp'e provision made for them"?—You are referring to idiots and imbeciles?

7071. Yes. What provision have we?—Two hundred, about, at Normansfield and Rock Hall House, Bath, and a number of small institutions in Bath; others we do not know of, looked after by their own families.

7072. But where the family is not very well off it is a very great burden to them?—Quite so. They would come under the middle class cases who send their patients to these charitable institutions.

7073. What does it cost to send to a charitable institution for the middle classes? — At Earlswood the lowest charge is £50 a year.

7074. £1 a week is a good deal for a small tradesman?—There is another method, by which you can pay £30 and get a certain number of votes. The larger number of patients are admitted on the voting system. They have a certain number of private patients, and a certain number of patients pay £20 or £30 a year and get a certain number of votes. They count the £20 as equal to a certain number of votes.

7075. Is it £50 per annum; or £50 to get in?—£50 per annum if you keep them in.

7076. Is that the lowest cost that you know of for any charitable institution?—£25 is the lowest cost.

7077. £50, you said?—That is without any votes whatever. It costs, for every child down at Darenth, which is a pauper institution, about £40 a year.

7078. I think you recommend that persons ought not to be discharged from charitable institutions; that it is a mistake for them to attempt to earn their own living?—I think so.

7079. Would you suggest lifelong custody?—I suggest custodial Homes in the same way as they have them in America. A great number of asylums in America have now custodial departments attached, in different parts of the ground, and after the children reach sixteen they are transferred to the custodial asylum. In those they are employed in trades and nothing else.

7080. Have we anything corresponding to custodial Homes in this country?—No.

7081. In point of fact we must go to America to learn that.?—Yes.

7082. (*Dr. Donkin.*) I think you said the causes of idiocy and imbecility were well known, but the causes of feeble-mindedness have not been statistically collected?—Yes.

7083. You did not mean to imply that there was probably a different set of causes for feeble-mindedness other than causes which produce idiocy and imbecility?—No.

7084. You would regard them as due to similar causes?—Yes.

7085. Therefore it would be probable, though statistical evidence is not forthcoming, that the same causes would be found to account for those that we agree to call feeble-minded as account for the idiots and imbeciles?—Yes; they were divided into causes before birth, causes occurring at the time of birth, causes acting after birth

7086. You dealt with those causes, having statistics the con?—Yes.

7087. The feeble-minded have not been dealt with in that way merely because it is only lately that they have been brought prominently forward in England from other points of view, as to the advisability of dealing with them, for instance?—Yes. I have no doubt it will be found in time that the causes will be very much the same, but of course these cases have only come under treatment the last few years and public attention has not been directed to them. At the National Association for Promoting the Welfare of the Feeble-minded, we are now drawing up some statistics; we shall have them in the course of time; we are sending out forms to parents and doctors in which they are asked to state what they think is the cause. We shall not take an ordinary uneducated person's view, but more especially what the medical profession says about them.

7088. This class has become salient from the school and educational point of view?—Yes.

7089. Taking the defective feeble-minded persons as given in the College of Physicians report; would you say that there are many children and young people who are rightly described in those terms and who ultimately become permanently improved or recovered?—As far as I remember now, the latest statement on the subject is that about one-third are improvable, one-third remain stationary, and one-third cannot be educated at all.

7090. Taking the one-third of this higher class which we have agreed to call feeble-minded?—Yes, who are sent to the special schools for the feeble-minded.

7091. I do not mean so much that; I mean any child who would be rightly described by the terms which denote feeble-mindedness; of persons answering to that description would there be many who at any time would arrive at such a stage as to no longer answer to that

description. I am not speaking of school classes ?—One does not come across cases of this kind except in schools and private institutions.

7092. Supposing that medical observation decides that a child of ten was incapable of competing on equal terms with his normal fellows, or of managing himself and his own affairs; once having made that diagnosis would you expect to find in a large proportion of such cases that those statements would be untrue after some years ?—I think the larger proportion of those cases would be unable to earn their own living.

7093. We have heard very opposite opinions expressed about the percentage of recoverability of the highest class of the imbeciles, that is to say the feeble-minded; some say 40 or 50 per cent.; some say none ?—The best classes of children in these schools are transferred to the normal schools where they are taught with the other children. They are children of backward development, and as time goes on their development increases up to the normal.

7094. In your great institutional experience had you many patients who would answer to the description of feeble-minded persons as given here ?—There are a certain number at Darenth of what we called our first-class cases, whom I might call feeble-minded if I were there now.

7095. Which would answer to that description ?—Which would answer to that description, yes; they were children who maintained themselves by working in different parts of the institution.

7096. Out of these cases you have had, can you give any idea of how many might be able to shift for themselves in the battle of life ?—The number was very small. I should not think more than two or three in 1,000.

7097. Out of the best of those whom you know ?—Yes.

7098. Would you say the same with regard to your recent experience, with regard to mentally defective children of all grades that you have had under your care or that you have been consulted about ?—I think they are a slightly larger number.

7099. A slightly larger number recoverable ?—Yes.

7100. Not anything like 30 or 40 per cent. ?—No, not anything like it. The best class of cases, when they are sent out of the schools, require some supervision from parents or employers.

7101. You would say that of the best ?—It is so; the great majority of cases are not able to earn their own living, and are a source of trouble to the community, and if not provided for in institutions, will grow up criminals or prostitutes.

7102. So that referring to the first statement in the recapitulation "Legislative power is deficient to obtain control over the persons (a) (b) and (c)," the first half of (a)—feeble-minded persons,—would contain quite as many people who ought to be detained, as moral imbeciles ?—Yes.

7103. They are a very heterogeneous class ?—Yes.

7104. Whereas moral imbeciles are a special variety of the class ?—Yes. Seeing what a large number of feeble-minded persons never will be able to earn their own living, it seems desirable that some arrangement should be made by which they could be sent to a colony, or some other place where they can earn a living under supervision. We cannot stop entirely the production of these children, but I think it would lessen the number.

7105. (*Dr. Dunlop.*) From your personal experience you are aware of the benefit of asylums such as Darenth ?—Yes.

7106. You can assure us that such accommodation in the country is greatly insufficient ?—Yes.

7107. Can you give us a reason why such a state of affairs should exist ? Why have we not got sufficient accommodation in the country ?—I am afraid it is because public opinion is not sufficiently educated.

7108. Is it that, or because the powers are permissive and not compulsory ?—To a great extent it is because they are permissive. Since Darenth was built there has not been a single institution built. The large asylums are providing small blocks of fifty idiots, or imbeciles, but there must be a large number at present under no training whatever.

7109. That, in your opinion, will continue as long as the power is permissive and not compulsory ?—Yes.

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7110. As regards the section of the mentally defective persons which your Committee describes as feeble-minded, the accommodation for them is also at the present moment insufficient, is it not ?—Yes, more especially the elementary school class.

7111. Do you think this definition of a feeble-minded child agrees with that of the feeble-minded class dealt with in the special schools ?—I do not think any of these children can earn a living, even under favourable circumstances.

7112. I was going to ask how a seven years old child could earn a living. In the special classes would you say one-third of the so-called feeble-minded children are wholly uneducable, cannot be educated ?—I should not say that. Are you referring to the children taught in the special schools ?

7113. Yes ?—They get educated to a great extent.

7114. To what extent ?—So as to be able to earn their living under favourable circumstances.

7115. Have you seen that ?—I have not seen that, but I know it has been done.

7116. I have been told that it has been done, but I have not seen it. You are in the same position ?—Yes.

7117. You have been told so. That is a different thing from seeing it ?—Yes, quite so. I think the probability would be that the number would increase, because they have these schools in which they are taught trades. There are schools under the Education Committee of the London County Council where they are taught nothing but trades; instructors are appointed; they are taken away from the ordinary special schools, and sent to these shops. Years ago they had none of these schools; therefore, it was impossible for them to learn a trade. Now they can, to a certain extent.

7118. The economical result of that experiment is not yet ascertained ?—No.

7119. Do you consider it advisable to deal with the class at present styled "feeble-minded" distinct from the class styled "imbecile." ?—Yes.

7120. Have you been to the defective schools ?—Not to the London ones; I have been to many of those in the provinces.

7121. Have you been to the resident Homes in London —Lloyd House, and the one at Fulham ?—No, I know they are working very well, so much so that they are going to extend them.

7122. So is Darenth working exceedingly well ?—That is for idiots and imbeciles only.

7123. And the others exclude idiots and imbeciles; but as a matter of fact you find the same class there. That is my own observation. I want to know if you agree ?—I think you can do more with the feeble-minded than you can with the imbecile and idiot because they are of a higher mental condition.

7124. Would you be surprised to hear that the better classes at Darenth are better than the worst classes in the others; there is overlapping; just one class, mixed up ?—No doubt the first class cases at Darenth, as I said before, I should now call feeble-minded.

7125. Do you consider it advisable that we should have dual authority looking after the same class of individual ?—I think it would be advisable to get one authority to look after idiots, imbeciles, and the feeble-minded.

7126. Put them all under one authority ?—Yes; the feeble-minded, they work under the Education Department; the others under the Metropolitan Asylums Board or Lunacy Commissioners.

7127. That is two authorities ?—Yes.

7128. A word or two about epileptics; there is very little special accommodation for the treatment of severe epilepsy ?—Yes.

7129. Is it a great national want ?—I should say so. From my experience at the Chalfont Colony, on the Executive Committee, we have now over 50 cases waiting for admission.

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7130. You cannot meet the applications?—We cannot possibly. No doubt, the new David Lewis Colony which is for 250 patients will help; but there is an enormous number of these epileptics who require to be provided for.

7131. What is your experience with epileptics *versus* imbeciles—which can do most for himself?—The sane epileptic.

7132. You do not take insane epileptics?—No.

7133. The sane epileptics are much more fit for work?—Yes.

7134. What do you draw the line at on their admission, must they have daily fits?—They must be unable to gain employment in consequence of their fits.

7135. You are quite sure there is a large number of these in England?—There must be a considerable number; they simply pass their time in the workhouses, many of them.

7136. Are workhouses quite unsuitable for them?—I do not think workhouses are suitable for them. Dr. Alexander's experience was that they spent their time in the workhouse fighting and quarrelling and passing a miserable existence till they died. When they were sent to Maghull and put under proper control, life became happier and they did a considerable amount of work.

7137. Supposing they were worked and treated in the same way in the workhouses—it is quite conceivable, is it not?—Not under the present administration.

7138. They are workhouses by name and not by nature; is that it? What authority would you suggest should be responsible for the charge of epileptics; the same as lunatics or feeble-minded, or a different authority?—I should be inclined to put the epileptics under the same as the feeble-minded, but not under the same as the idiots and imbeciles.

7139. You insist upon the separation, notwithstanding we know of the overlapping, and that they are essentially two degrees of the same thing?—An idiot or an imbecile, is of a much lower mental capacity than a feeble-minded person, and an epileptic. You can do considerably more with feeble-minded persons than you can with an idiot or an imbecile. An idiot you can do nothing with, except just to make him comfortable and improve his habits, and that sort of thing. The imbeciles you can train to do trades; the charitable asylums the Lunacy Commissioners visit every year and they are worked under the Idiots Act.

7140. You think that the epileptic people, children and adults, should be dealt with by the same authority that deals with feeble-minded persons?—Yes.

7141. Is there any practical advantage in separating congenital feeble-mindedness from acquired feeble-mindedness?—They would only be put in different wards in the asylum. For instance at Darenth, having been fortunately appointed the first superintendent, I had to do with the arrangement of the wards, and all the healthy classes were put on two floor wards, and epileptics and infirm persons were put on one floor wards.

7142. Going back again to the question of the treatment of imbecile and defective and feeble-minded persons not at present certified; is there any difficulty in separating the congenital cases from the acquired ones; we have a dement, say, of thirty?—They could be put in the same institution but in different wards.

7143. Why separate a dement of thirty from an imbecile of thirty, or subject him to different treatment?—A dement acquires his dementia, whereas an imbecile is born with it.

7144. The result is practically the same?—My experience of dements in asylums is that they can do very little work; they are simply the wasteage of the battle of life, they do nothing, whereas the imbecile can be improved as time goes on. I never saw a dement trained yet.

7145. Not a mild case of secondary dementia?—I am speaking of primary dementia.

7146. No; secondary dementia?—They can be trained, of course.

7147. Is there any advantage in separating such cases from the congenital? Assuming that the amount of their defect is the same, is there any advantage in separating congenital cases from the secondary ones?—Do you mean a congenital imbecile or a congenital idiot?

7148. A congenital feeble-minded person, a slight dement?—The thing has never occurred to me before, because one is under the lunacy law and the other is not.

7149. You were a member of this Committee of course; why were secondary cases completely omitted from it? Is it a suggestion that we should not consider them in the Commission or is there any reason for excluding them?—It did not occur to the Committee, that is why.

7150. (*Mr. Burden.*) You referred to the David Lewis Home. Do you know whether they have received many patients as yet?—They are admitting patients at the present time.

7151. You cannot tell me the terms upon which they are admitting them?—They are divided into first, second and third classes according to payment. Dr. Rhodes had a good deal to do with this David Lewis Colony.

7152. I have seen the colony.—The only mistake they have made is that they are providing too many attendants to look after the colony.

7153. At the time I visited the colony they had about twenty cases, and they seemed to think they would be a long time before they had many more. Do you think that would be on account of the fees being high?—I should think they would fill up their third-class cases at 10s. 6d. per week very soon. The trouble always is with the higher class. The higher the fee, the more difficult to get the epileptic.

7154. They seemed to be in a difficulty last Christmas—the time we were there—to fill their beds; in fact they had only two cottages occupied?—At Maghull there are first class cases up to three guineas per week, and the home is quite full.

7155. Perhaps then the lack of cases is accounted for by the institution not being well enough known?—Yes.

7156. I think you said at Chalfont you had one acre to each inmate and you considered that insufficient?—That is about what we have now. We do not think that is sufficient; we are going to buy some more as soon as we possibly can. Although we have 200 we hope to get a considerably larger number as time goes on. We hope to go up to 500.

7157. You would like to see the land increased to 500 acres?—The best way is to buy the land, because as soon as they know our number of inmates is increasing they will put up the price.

7158. You do not suggest 100 acres to 100 men is insufficient land?—No; it depends on what you are going to do. If you were simply going to grow fruit in the orchard you would require more acres than if you were going to grow vegetables on the land.

7159. What number of people would you say should have a given quantity of land?—They do not put them according to the number of acres. The bailiff comes in or the men are sent out to him, and he says to the man, I "I want you to work in the orchard or on the farm." The great majority of the men do work on the land, only a small number in the shops.

7160. In establishing a new colony would you say, for instance, that if the colony was intended to be for 500 persons, there should be 500 acres of land?—I should think we should require that at least for epileptics.

7161. (*Mr. Hobhouse.*) You said before it ought to be 1,000 acres for 500 people?—Yes, but on further consideration I would say that there should be at least half an acre of land to each patient of farm land only, but if there is an orchard as well, three-quarters of an acre would be required.

7162. (*Mr. Burden.*) Would not that be a rather large acreage?—I am only judging from what they do in America. They have a large number of acres there for their patients and they find it a great advantage.

7163. It seems to me if institutions were established of that size they would take up a very large portion of the country?—That would not be all farm produce, it would

be orchard produce, a large amount of it. We do not use all our farm produce. We sell it to outsiders.

7164. Can you tell me anything as to the value of the labour or produce at Chalfont ?—I do not think we have any estimate of the amount. I know that the farmer takes down every week to Uxbridge Market a certain amount of fruit and vegetables, grown on the colony, to be sold.

7165. You could not give us any idea as to the value of the inmates' labour ?—No.

7166. Would you be able to do so at a later date ?—You might find it out from the Secretary, Mr. Gaskell, National Colony for Epileptics. He might be able tell you the exact amount made by the colonists.

7167. Would you tell us the cost per head per week at Chalfont ?—A great number of the cases come from workhouses, some from private families. The cost per head per week is 10s. 6d.

7168. Would it be possible for us to have some detail as to how that cost works out as to maintenance and so on ? I could not give you the details.

7169. Could you get them for us ?—Yes.

7170. One of the Superintendents of the Metropolitan Asylums Board gave us very interesting details showing the cost per head per week, staff, inmates, management, and so on. Could you give us particulars of Chalfont ?—The maintenance charges at Chalfont are, excluding shillings and pence, £5,256. Of this amount provisions cost £2,705; surgery and dispensary, £52; domestic, £1,247; rates, taxes, &c., £344; salaries and wages, £876; miscellaneous expenses, £29. This works out roughly at 10s. 6d. per head per week.

7171. What size of institution do you suggest should be established for the feeble-minded ?—I think, first of all they should be put into a colony. The size of the colony would depend upon the number of inmates.

7172. I mean the number of inmates for which you would establish a colony ?—I should be inclined to limit it to 200. It is a thing that had not occurred to me before. I do not believe these large establishments are useful for this class of cases; they get their individualities lost. I am very much inclined to think that in these large asylums they would be simply warehoused, not treated.

7173. Two hundred is a small number, is it not ?—It is a very small number, but I do not believe these large establishments would be useful. The David Lewis Colony is for 250. That has been considered the best number that they could deal with properly.

7174. You think they should not exceed 250 persons ?—I think it advisable not. If you are going to take a large number of cases of incurables who have not to be treated, then there would be no reason why you should not put in 1,000, but when you are going to take cases that you are going to improve. I do not think a large number is advisable. I should say limit the number to 250.

7175. Not more than 250 improvable cases in any one institution ?—Yes.

7176. Might you not put some improvable cases in the same institution, but separated from the unimprovable ?—You might.

7177. Would that diminish the value of the institution? —It would diminish the value of the institution. These other cases are cases you could employ and you would not require much attendance. Directly you get unimprovable cases you have to increase the number of attendants and a certain amount of time is lost because they can do nothing.

7178. You think improvable cases should be kept in separate institutions and not more than 200 or 250 in an institution ?—Yes.

7179. How many officers have you at Chalfont in proportion to the inmates ?—The Homes accommodate about twenty-four. There is a sister in each Home, one night attendant who goes round the Homes, and another attendant—that is to say one male attendant, the sister at the head of the whole and a night attendant who goes round the Homes.

7180. For twenty-four persons ?—Yes. Then, on the female side the same, one female attendant, and a female attendant who goes round and visits them at night. During the day-time they are all at work on the land under a bailiff; so during the day-time there is nothing required for them.

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7181. I wanted to get at the size of the whole staff; not so much the number to a cottage ?—I should say twenty to twenty-five would be the outside.

7182. Twenty-five officers to 200 inmates ?—Yes.

7183. One officer to every eight inmates ?—Yes.

7184. So the staff is about one to eight ?—Yes. The attendant during the day has very little to do. A certain number of colonists are kept at home to look after the domestic arrangements both on the male and female sides. The male attendant has to look after those on the male side, and the female attendant on the female side.

7185. We may take it then that the staff is one to eight for the colony ?—Yes.

7186. I want an estimate of the number of officers that should be appointed for a colony of 200 persons, and at Chalfont I understand that you have one to eight ? —Does it work out to about that ?

7187. I make it do so. Perhaps you can tell us ?—Yes; there are one matron, nine sisters, four nurses, nine attendants, one cook, and one dairyman, twenty-five in all. That works out at one to eight.

7188. (*Mr. Chadwyck Healey.*) I should like to ask a question or two on the certifying authority. I understand you to recommend that a certificate for detention should be given by a medical man, and I think you said a judge ?—Yes.

7189. Do you mean by a judge, a judge of the High Court, or a County Court judge or what ?—I mean a judge in the High Court.

7190. Would you suggest that the patient is to be sent, say, from Devonshire to London—it would not be practicable would it ?—No.

7191. If you have not a judge you fall back on a magistrate. I understand you to suggest that the magistrates should have a special qualification ?—Yes.

7192. Can you tell us how such a magistrate would be selected; is he to be examined ?—I imagine he would be selected by general knowledge of what his capabilities are. Some magistrates are members of county and borough asylums. They would know considerably more about it than the ordinary magistrate.

7193. But that must be quite exceptional, taking the whole country ?—There are a good number, I believe, who are on county councils and connected with different asylums.

7194. You mean on the Visiting Committee ?—Yes.

7195. Take a large county; you would not expect to find many magistrates of that kind in the county ?—No, not in a county.

7196. That would entail a great deal of moving about of your patient before you got at your magistrate ? —Yes.

7197. You might have to move him right across the county with all his attendants ?—I do not imagine there would be a very large number of these cases.

7198. What do you think of this as a suggestion—allow the certificate to issue upon the opinion of a medical man and a justice of the peace (I do not say a specially qualified one) and, in case of dissatisfaction with that certificate, allow an appeal to a Central Board. Would that meet your views ?—Yes.

7199. The Board being part of the authority *ad hoc*, whatever that authority may be ?—Yes.

7200. That would be more convenient ?—Yes, it would be more convenient than the other. When I mentioned the judge I was thinking more especially of London, not so much of the rest of the country.

7201. (*Dr. Needham.*) With respect to the point which Mr. Chadwyck Healy has just been raising, is there any reason why a departure should be made, in reference to these feeble-minded people, from the practice which

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prevails with respect to the admission of idiots ? An idiot is able to be admitted, and is admitted, into an idiot asylum upon the request of his parent or guardian fortified by the certificate of a medical man. Do you want anything more than that ?—All the feeble-minded children now must be certified by a medical man before they can be sent to a special school.

7202. I say, do you want any other authority than you get under the Idiots Act ?—As long as a child is under sixteen there is no trouble whatever because he is sent to school. I should fancy a certificate after the fashion of the Idiots Act would suffice for feeble-minded cases.

7203. After the age of sixteen people can be kept in the idiot asylums by consent of the Commissioners in Lunacy ?—Yes.

7204. You do not see any reason why a simple certificate of that kind should not take the place of any more complex tribunal ?—I think the simpler the certificate is made the better.

7205. My question to you is that under the Idiots Act it is provided that the guardians or the parents of a child shall get a medical certificate and at their request patients shall be received into an institution for idio . I ask, is it requisite that, in the case of the feeble-minded, any more complex proceedings should take place, or would that be sufficient in your opinion ?—In my opinion that would be quite sufficient.

7206. Then I want to know about the acreage. You are aware that the London County Council have an epileptic colony, and that they have got 127 acres for 300 patients, and they probably will extend the number of patients ?—Yes.

7207. Do you think that every epileptic or every feeble-minded person would require an acre of land—what would they do with it ?—I am thinking of an able-bodied patient who will be able to do orchard work as well as farm work. When you grow fruit in the orchard, as we do at Chalfont, you want a considerable amount of land to get the number of trees on.

7208. Do you not grow anything under your trees ?—In the orchard we grow nothing but apples, pears, plums, and that kind of thing.

7209. That would be irrespective of the labour of the patients ? They would not do any work on that except at the proper time for pruning and gathering fruit ?—The rest of the land is occupied with crops.

7210. If you want to employ the patients in spade industry and market garden labour you would not require anything like an acre of land for each ?—No ; if you only have farm land alone you would not require the same amount of acreage. May I say, before I leave, that the Parliamentary Committee of the Medical Psychological Association met the other week, and they wished me to state the result they came to. This is an extract from the Minute of the Parliamentary Committee of the Medical Psychological Association which met on a Thursday about a fortnight ago : "That in the opinion of this Committee the attention of the education authorities should be drawn to the powers they possess under the Elementary Education (Defective and Epileptic Children) Act 1899, and it is the opinion of this Committee that this power should be more effectively used." I have not had many questions on that point to-day, but you will see from what I said in my report that there are only 149 schools throughout the whole of England and Wales for educating defective children ; the consequence is, that about three-fourths of the country is at present not provided with these special schools at all.

7211. (*The Chairman.*) I think it is probable that it was not necessary to ask you any further questions, because you dealt so fully with it in your printed evidence.

TWENTIETH DAY.

Friday, 9th June, 1905.

PRESENT.

The Right Hon. the Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
FREDERICK NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

The Hon. MAUDE STANLEY, called ; and Examined.

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7212. (*Chairman.*) You are a member of the Metropolitan Asylums Board, I think ?—Yes.

7213. And Chairman of the Home for Feeble-minded Girls ?—Yes.

7214. Would you be so kind as to tell us what your experience has been ?—This Home for Feeble-minded Children has been established six years, during which time I have been chairman of the committee, except for one year when it was necessary (as we go out every three years) that somebody else should take it for a year in order that I should come back again, because they thought it was useful to have a woman at the head of it to look after the children. This has been my experience of these feeble-minded children under the Poor Law.

7215. You have had a constant knowledge of the working of the Home during that time ?—Yes ; always, and of the children themselves. Whenever there was a case of difficulty it was referred to me, as the chairman, in the intervals of the committees. Also I have had personal knowledge of the whole work and the way in which we were to carry it out. It was quite a new idea when we started it, the object being to have the children in a Home and give them the advantage of the school board instruction.

7216. You have also met with individual cases, I suppose ?—Yes ; it is about thirty-five years since I began to work in Soho and I have come across, amongst the working people that I visited, cases of that sort. I mention two men particularly, one had been at Darenth and had been let out from there. He was perpetually in and out of the workhouse. He was quite a well-conducted man and never drank, and was not idle if he had work, but he was just incapable. Various people started him in work, I for one, but he was quite unable to carry out anything, so his time was spent between the workhouse and the corner of Greek Street where I had a Home. There he used to clean shoes, but

he was quite incapable of doing any work alone. He was not an evil-minded person at all when he had work, and if he was under supervision he could do it. The other case I had in my knowledge was a man who used to be called "The Pride o' Newport Market," because if a person is feeble-minded, and not dangerous, he usually seems to be rather a favourite of the public. The place was called Newport Market before the new streets were built, Charing Cross Road and Shaftesbury Avenue. He used to live in a corner of a staircase with a charcoal fire to keep him warm throughout the winter, he had no bed or anything else, and had only what was given to him to eat. I thought I would try and see what I could do with him, and I asked if there was anything he could do or anything he would like to do. He said no, he did not think there was. I said "You think, and I will come back in a fortnight." I came back but he had not thought. I asked him if he would like to sell oranges in the street. He did not think he would. After about six weeks thinking, which was not thinking at all, I proposed to him to be a sandwich man, and carry boards, and I arranged for him and got him employment and got him a room to live in. He was very pleased at first with having clothes and going about, but within six weeks he would not go out and stayed and smoked in bed. Then he collapsed again. It is a case of what I think the feeble-minded people would come to. The word "feeble-minded" was not used in those days—1880, but this was exactly a case in point. No help would enable such persons to provide for themselves. Neither of these men were vicious men; they would not do any harm but they were quite incapable of doing any work.

7217. With regard to Lloyd House, would you give us some details about the numbers. I think that is the principal feeble-minded Home for girls?—We have twenty in one Home, and in an adjoining house we have eight. We send them every year to the seaside to one of the Homes belonging to the Metropolitan Asylums Board. They go for four weeks to the sea during the school holidays. When they do not go there they are taken out on excursions. Everything is done to try and brighten them up. I took them once to see Westminster Abbey. They have been taken to see other sorts of places to try and give them fresh ideas.

7218. They have some sort of training for domestic service?—In the Home we give them work to do; they do some washing and cleaning on Saturdays, and some needlework, and they have a lesson in musical drill once a week in the evening. They do that very well. They are very happy there and they have no wish to leave the Home. They are under the doctor's care, Dr. Turner, a lady doctor, who, I think, is coming to give evidence before you. She has been taking very careful medical notes of all the children and suggested many things for them to do. I think we have had seventy children there altogether.

7219. A certain number have been discharged, I presume. What has become of those—have they done well?—There is only one, literally, who has been discharged, and that is one that has come into my service in a Home that I have for working people, and a club, and she has been there for two years and nine months. That is the only one that I can bring forward as a proof of what could happen to the best. But she has been under very exceptionally favourable circumstances there. She was extremely troublesome at first; she had an evil temper and was very insolent to the people over her—often refusing to do the work. But both the matron and the others have treated her with a great deal of patience. She was so very bad at one time that I thought I would try what taking her out on excursions would do. Our club girls are often invited out to excursions to people's houses throughout the summer. Whenever there was one I sent her out. She went to see Windsor Castle and other places. This had a very beneficial effect on her, and she became better in that way. She began again to be very troublesome and insolent, and she had tonsilitis, so I sent her for four weeks to the seaside this spring. There she mixed with the patients in this hospital at Dover, with no taint of feeble-mindedness, so that nobody knew she was so. I think that did her a vast amount of good; she came back quite altered. Before she went away I said to the matron: "If Lizzie continues to behave so ill, I think we have done all we can for her; she must get another place." She thought it wise to listen to what I said, the door being open, and when I went out she went to the matron and said nothing would make her leave the Home; she loved it so much; she was sorry, and she would never behave badly again. She has come back and has been absolutely changed since. I saw her last night to speak to her, so that I could tell you about her condition. I think I could trust her now to take care of herself. We began at first by never letting her go out, except accompanied; this was for more than a year and a half. Then I made her come to me from Soho to Westminster with a note to bring back an answer so as to see when she came. That she did properly, and since that we have allowed her to go and see her sister at Camberwell, and she can now go about alone. I have brought her photograph so that you can judge of the look of the girl. (*Photograph handed.*) That is after two and three-quarter years' service and after three years in a Home with the instruction of the school board under the care of a matron. I do not know whether she would seem to you feeble-minded. She has a defect in her speech, but that is nothing more than a lisp.

7220. Since 1899 I think you say there are fifty-one girls that have been admitted to Lloyd House and sixteen discharged?—Yes.

7221. That is the point I wished to ask you about. Of these sixteen discharged, this is the only one whom you say has gone into service and recovered?—Yes; the others have been discharged for three reasons: some because they were so dangerous to the other inmates that it was not fit to keep them, or their habits were so pernicious that it was also undesirable to keep them with other girls; another reason was because they were sixteen years of age, and they could not stop at the school any more, and we had not then got another Home to send them to, as we have now, where we are allowed to keep them till twenty; those are the reasons for which those left us.

7222. You are generally of opinion that the children have improved very much after their stay in the Home?—Very much indeed, and some others that have left the Home have gone, not to out-of-door service like this one that I quote, but into some of our other Homes belonging to the Metropolitan Asylums Board. They have not been discharged by the guardians, but we transfer them as servants to those Homes.

7223. Of course the children require very careful treatment, but under this careful treatment they do improve and can be made useful, as domestic servants, either in the Homes or in other Homes; is that so?—Yes, they can be made useful and they are very good servants. For instance, there were girls that have gone to the Home for those beyond the age of sixteen, and they have been drafted into the service of the Ophthalmic Home at Brentwood, which is all one concern. They have done very good work in the kitchen, in the house, and in the laundry.

7224. That is the Highwood School?—Yes. These girls, though they can do very good work indeed, which would always be remunerative, would never, from their condition of mind, be fit to go out into the world.

7225. They have to work under supervision?—They have to be guarded from the world; it is not the working, but they must be guarded from the dangers of the world, which people with reason are able to protect themselves from. They would never be able to do that I am sure, but their work can be quite remunerativ

7226. Have any of these girls gone into other institutions to assist in domestic work?—Two went to a Home of ours, Rochester House, but that is closed now and they have returned to Highwood, so they would be all concentrated in the Highwood Schools.

7227. Do they work only for the Highwood Schools or other schools?—Only for Highwood and Lloyd House. Highwood, is a very large school; we there have plenty of work for them to do. There are about 300 children in it. Those whom we have sent from Lloyd House who are over sixteen do the washing for Lloyd House, so that they have enough work to do; they are under a matron specially to themselves. They are not allowed to mix, in that Ophthalmic School, on account of infection; they are kept by themselves.

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7228. You are very strongly of the opinion that these children are incapable of taking care of themselves in the world?—Yes, out of all the numbers that I have known. I think this girl whose photograph I have given you would be able to take care of herself, and there is a little girl of fourteen in the Home now, that I think will grow up and improve perhaps sufficiently to take her place in the world. We have removed two into the upper schools out of the special schools of the London School Board into the ordinary girls' schools. That might be a stepping stone to make them fit to go out into the world. That we do not know yet; we have not had experience of it.

7229. As regards the feeble-minded children generally, do you think that they should be kept in large colonies, or do you think that they ought to be in small Homes?—Do you mean when they are children as they are at Lloyd House?

7230. Yes.—I think they ought to be in small Homes.

7231. Separate from the adults?—Quite separate from the adults.

7232. That would be the case anyhow?—Yes, I think the effect upon the mind of a very large barrack system is not beneficial. It is the individual care that is wanted. When first we started, most of the Board wished to have only eight children in a Home. I did not wish for that at all. I thought it would be better to have more, and we have twenty there; I think twenty is a very good number. We have started a good many of our ophthalmic Homes and ring-worm Homes with foster mothers with eight children. The difficulty of finding good foster mothers is so excessive that I do not think it is a good thing to start with that. You get a very much better person to overlook them if you get one to whom you pay a larger salary to look after twenty.

7233. There would be no objection, from your point, of view, in having these small Homes, as it were, part of a large colony, only separate?—No, I do not think being within the same boundary would matter if they were separated under an individual matron.

7234. It would be cheaper would it not?—Yes, I suppose it would be.

7235. The same administration would probably do—washing and so forth could be done in one centre for the the whole of the different blocks?—I would always make the children be under one particular matron, and a higher class woman than what are called foster mothers. They are perpetually changing the foster mothers in different institutions that we have.

7236. (*Dr. Dunlop.*) Do you think your special Homes overtake all the cases in London. Can you take in all the applications?—We have been able to, but I do not know whether the Guardians always like sending them. I have no means of knowing whether they keep more in the workhouse than should remain.

7237. Have you any suspicion or impression?—It seems to us that there ought to be more applications but we have no means of finding that out.

7238. You have no idea what limits the number of applications. Is it the dislike of the Guardians to pay the board?—I am not a Guardian so I do not know what they think about it. We all think at the Metropolitan Asylums Board that they ought to take more advantage of it.

7239. As regards the admissions, do you select the cases for yourselves?—No, a doctor does that. The doctor of the London County Council sees the cases and talks to them and sends them on, or rejects, as he thinks proper.

7240. Which doctor—Dr. Shuttleworth, is it?—No, I think it is Mrs. Dickinson Berry, M.D. It used to be Mr. Smith of the London School Board.

7241. You do not take epileptic children at all?—No, not at all.

7242. You exclude them?—Yes, we could not manage the home if we had epileptic children.

7243. Do you think in London there is a want of homes to take in epileptic children?—I have no means of knowing.

7244. As regards the result of treatment you have already expressed your views. The improvement in nearly all cases is limited, is it not?—It is not at all limited; except for giving them minds.

7245. You cannot give them minds, when they have not got them?—That is the only thing we cannot give them; it is not limited otherwise. We use all sorts of expedients for making them good, and we very often succeed. There was a girl who was very troublesome and would not do any work. I am asked as chairman to speak to them and try and persuade them to be good. I failed for about a month with this case. At last I thought of a device, and I said to the girl, "You must write me a postcard twice every week to say how you are getting on," and she wrote these postcards. There was a marvellous change. She became good and we passed her on; she is doing well at the Highwood School.

7246. May I read this postcard out?—Yes

7247. "Dear Miss Stanley, I write these few lines to tell you I have been a better girl, all except I was late down this morning, but I do not want to go back to the workhouse." What age is this girl?—Fifteen; nearly sixteen

7248. The other postcards are of a similar nature?—Yes.

7249. As regards your discharges, from the figures you give here I rather gather that you discharge fairly readily cases that are very troublesome?—No, not fairly readily; we have kept them on a long time. Dr. Turner will not send them away, when sometimes I have wished them to be sent away. She always says, "They will get over this," and so on. We have sent them away before we had the Highwood school, when the school refused to keep them any longer, because they said they could not learn. When they refused to keep them because they were sixteen and could learn nothing, we have had to to send them back to the Guardians, but now, if they are doing fairly well, though they do not learn at school, we should send them to Highwood.

7250. In these small Homes are you able to deal with dangerous and troublesome cases at all, or is it only the milder cases you can efficiently deal with?—We cannot deal with those who threaten to and who do beat the children and are dangerous. Sometimes a girl has sudden fits of passion before you know what it is, and nearly kills a child. Those we do feel we ought not to keep. Those are the only cases.

7251. It is essentially the more manageable cases which can be dealt with in these small Homes?—Yes, I say anybody who is suddenly violent we cannot keep.

7252. In your opinion, do you think it is more desirable to have these small Homes in town or country?—I do not think it makes any difference if you have it in a healthy part of the town; Pentonville is considered one of the healthiest parts of London.

7253. But the place is not very large for twenty children?—We have a large garden.

7254. But would not you be better with a garden three or four times that size?—We send them out walking. I think you would lose in not having good schools to send them to. I attribute a great deal of benefit to the schooling they have had. You could not get as good schools out of London for these specially defective children.

7255. (*Mr. Loch.*) Do these children come from special classes under the School Board?—No, we have never had them from the School Board; we only receive them from workhouses.

7256. But you have not found that they have been actually in special schools before they came?—No, they have generally been all their time in the workhouses. I said to the schoolmistress when I went to see her a few days ago: "What do you think with regard to the children in the Homes and the children who come from the streets?" She said "I think those from the streets are quicker because they live more in the world." Our children are mostly orphans or deserted, and have no homes to live in.

7257. (*Mr. Dickinson.*) All these children of yours go to the special schools?—Yes.

7258. Have you found that the special school education is the kind of education that is required for these children ?—I should think so; I do not think they could have a better one.

7259. Of course you do not give them any manual training ?—We have taught them to make baskets, and they spend their Saturday mornings in cleaning in the House, and they clean their own shoes and do various things of that sort—peel potatoes.

7260. Do they take part in the cooking ?—No; except when they leave the school; we always have two who are doing work in the home afterwards; we keep them for a time to give them special training; they do small domestic work.

7261. Have you had anything to do with Rochester House ?—No, nothing.

7262. Miss Hargreaves told us that she was of opinion that a system such as that at Rochester House could be made practically self-supporting. Do you think that would be so ?—Yes, I think so.

7263. If the permanent house were established for those who are past sixteen, the expense of them would be very slight ?—I think of course it is a very great advantage to have them in a place connected with a large Home like our ophthalmic one, because we can draft them in, and they can do other things besides laundry work; they can help in cooking and housework. There is a great advantage in that way. There would not be enough work for them to do, if the adult Homes were by themselves. There would not be productive work enough because it is only laundry work.

7264. The productive work that they do is almost equivalent to that of a sane person ?—Quite as good.

7265. If carried out in an institution ?—Quite as good; their work as a servant is quite as good as the work of an ordinary intelligent person.

7266. (*Mr. Byrne.*) Do you think that the system of keeping the defective children in special schools, where they live, and allowing them to go out during the school hours, or part of them, to the public elementary schools in the neighbourhood is a good system suitable for permanent adoption ?—Yes, I think it is a very good one. The reason why I think so is, that you get the advantage of mixing with other children in the day schools, and they get the kindly supervision of the matron and servants in the home. These children are very affectionate children.

7267. Would you say that is true of all the children who are in the defective schools, or only the least defective of them ?—There are some children that we have who have no sort of response after we have had them for two or three years; who do not respond at all to anything.

7268. Would you say that they were better not mixed up with the healthier children ?—No, I think they gain a little by it; there is very little that it is possible for the very defective to gain, but they do gain something.

7269. I have recently read some American reports and writings on this subject which say that with regard to those who suffer from real marked defect of mind it is injurious to them to mix them up, even for a short time in the day, with unaffected children. You do not agree with that ?—They say it is injurious ?

7270. Yes; that they are overpowered with a sense of their own deficiency, and they lose heart, and their nervousness is increased. You do not agree with that ?—I do not agree. I think that much we have done has been by associating them with some better children. I attribute this girl's improvement, whose photograph I have shown you, (she is nineteen now) partly to the fact that we have had an extra servant who is fourteen. She is more than equal to the other girl of nineteen. She has come from the St. Pancras workhouse; she has been trained and is a very nice girl; and the companionship of this girl of nineteen with a higher intelligence, I think, has assisted her to improve. I think they improve very much by mixing with others.

7271. The establishment at Brentwood in which you deal with girls over sixteen is of course on a very small scale ?—Yes, I think we have only got about eighteen girls there, but we can have more when they are ready

7272. Is there any prospect of the system of subsequent detention being tried on a large scale under the Metropolitan Asylums Board ?—We cannot do more now; we have only leave to keep them till twenty. We hope that by the time they are twenty the law will have been changed.

7273. You hope it will be enlarged so as to enable you to deal with them ?—Yes, because we see the advantage of extending it from sixteen to twenty. We feel many a feeble-minded child could be helped to get on and improve still more.

7274. Do you consider, with regard to girls and boys who have been to some extent improved in the schools, and kept some time, say, to eighteen or twenty, that even those who might have a decent home to go to might be better under detention ?—I am sure they would. I do not think any of them have decent homes to go to.

7275. Do you think the burden on the community is less, when they are kept in an institution where they are dealt with economically and in numbers, than if they were allowed to go home and occupy the whole attention of their relatives and parents at great inconvenience ?—Yes, I feel sure of it, because they must deteriorate if they go back home; most of the parents drink.

7276. Would you go so far as to say that if these children do go back, even to a good home, which very rarely exists, they are a greater burden and expense to the community than if they were detained in a proper institution ?—I feel sure of that.

7277. Have you any figures which you can give us, the latest figures as to the estimated number of defective children among children of the school age ?—In London ?

7278. Yes ?—No, I have nothing to do with that.

7279. Can you give us the percentage of the children who come under the Metropolitan Asylums Board ?—We take them all in. We take all the children in, that are presented to us. We have three Homes for girls and three Homes for boys, and we do not leave any waiting for admission.

A. F. Tredgold, Esq., M.R.C.S., L.R.C.P., called; and Examined.

7280. (*Chairman.*) Would you be so kind as to give us your qualifications and your experience so that we may get it on the notes ?—I am at present physician to a small home for defective children. I spent two years studying the various aspects of mental defect under the London County Council. I have held an appointment in the Northumberland County Asylum, and for the last six years I have been engaged in enquiring into clinical, pathological, and sociological bearings of Mental Defect.

7281. You have been so kind as to give us this interesting statement. May we put it on the notes as part of the evidence ?—With pleasure.

Statement of the Evidence proposed to be given by A. F. Tredgold, Esq., M.R.C.S., L.R.C.P.

Physician to the Littleton Home for Defective Children, formerly L.C.C. Research Scholar in Insanity and Neuropathology, and Clinical Assistant to the Northumberland County Asylum, &c., &c.

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In the endeavour to frame measures for the care and control of the mentally defective, it is essential that the

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Causation, Sociological Relationship and Prevalence of this class should be taken into account. Under these headings I beg to tender the following remarks.

1. CAUSATION. During my tenure of the London County Council Research Scholarship (1899-1901) I conducted an enquiry into the causes, clinical varieties, and pathological conditions of mental defect. The patients seen numbered about 1,500 in all, they comprised every variety and degree of amentia, and were taken from the asylums of the London County Council, the special institutions of Darenth and Earlswood, and a few from private sources. With the object of getting at the real cause of the condition, I sought to obtain particulars of the family history of as many of these cases as possible; but owing to the great difficulty in getting reliable data this could only be done in the case of 150. As, however, each of these 150 family histories was personally elicited and embraced full particulars of the family for at least three, and sometimes four generations, I am satisfied that the result may be accepted as an accurate account of the causation of amentia.* The following table summarises the causes ascertained:

TABLE I.

ANALYSIS OF THE ASCERTAINED CAUSES OF 150 CASES OF AMENTIA.

GROUP 1.

Hereditary Influences.

A.—Insanity or Epilepsy 64·5 per cent.	}	Total neuropathic inheritance, 82·5 per cent.
B.—Other Abnormalities of the Nervous System - - 18·0 per cent.	}	
(*e.g.*, Paralysis, Cerebral Hæmorrhage, Various Neuroses and Psychoses).		
C.—Phthisis and Alcoholsim alone- - -		6·0 per cent.
D.—Alcoholism alone - - - - - - - -		1·5 per cent.
Total -		90·0 per cent.

GROUP 2.

Extrinsic Causes.

A.—Before Birth— (Abnormal condition of mother during pregnancy, *e.g.*, disease, ill-health, insufficient food, etc.) - -	1·3 per cent.
B.—During Birth— (Precipitate, protracted, or instrumental delivery) - - - - - -	2·0 per cent.
C.—After Birth— (Injury, convulsions, sunstroke, disease, mal-nutrition) - - - -	6·7 per cent.
Total -	10·0 per cent.

It may be useful if I give some further particulars regarding the *neuropathic inheritance*. The next table shows its presence in the paternal and maternal sides respectively:

TABLE II.

———	Insanity, &c.	Other abnormalities.	Totals.
On the *Paternal* side only	31·0 %	9·5 %	= 40·5 %
Maternal	21·5 %	4·5 %	= 26·0 %
Both sides	12·0 %	4·0 %	= 16·0 %
Totals -	64·5 %	18·0 %	=82·5 %

* I may add that since these figures were published I have collected another fifty cases with practically identical results.

The next table shows the extent to which this heredity existed in the direct and collateral lines respectively:

TABLE III.

———	Insanity, &c.	Other abnormalities.	Totals.
In the *Direct* line only -	23·5 %	14·7 %	= 38·2 %
„ *Collaterals* only -	17·0 %	—	= 17·0 %
In both *Direct and Collaterals* - - -	24·0 %	3·3 %	= 27·3 %
Total -	64·5 %	18·0 %	= 82·5 %

These figures are certainly higher than any previously obtained, a result which I think is chiefly to be attributed to the thorough and searching enquiry which has been made into the patients' antecedents in every instance. I do not consider that statistics compiled from case books are at all satisfactory, because, although the material available in this way is necessarily much greater, the individual details are very far from complete. Again and again have I discovered by a little questioning a well marked history of insanity, of which no record whatever existed in the case books. The taking of a reliable family history involves much time and trouble, several members of the family must be seen and their confidence must be gained before anything like the true state of affairs can be elicted. It is not only that the relatives are averse from giving information upon what they regard as their private affairs to a complete stranger, but that very often they do not really know until they have talked the matter over amongst themselves.

It may be well to state that in the figures above given only those families are included in which the inheritance is definite and undeniable. Some idea of this will be afforded by the fact that in the 150 families examined the number of mentally affected ancestors (not counting the patients) was 281, or, on the average, nearly two in each family, and yet I am sure that there are many of whom I could get no information, and that the total number is considerably greater than this.

It would appear that in the absence of neuropathic inheritance, *consumption* and *alcoholism* if very strongly marked, may produce mental defect, but only in a very small proportion of cases. I found that in eleven cases out of the 150 (or 7·5 per cent.) there did not appear to be any other cause. In nine of these eleven cases the ancestry was soaked with *both* alcohol and consumption; in the remaining two cases with alcohol alone. The majority of the patients suffered from a mild degree of imbecility accompanied by epilepsy.

These figures, however, do not give any idea as to the real extent to which these two factors occur, for they *accompany* neuropathic inheritance in a considerable number of cases, and no doubt play a contributory rôle in bringing about mental defect. To show this I give the following Tables:—

TABLE IV.

Table showing the number of families in which *Consumption* occurred:—

	per cent.
With neuropathic inheritance -	26·5
Without neuropathic inheritance -	7·5
Grand total of *Consumption* -	34·0

TABLE V.

Table showing the number of families in which *Alcoholism* occurred.

	per cent.
With neuropathic inheritance - -	38·5
Without neuropathic inheritance - -	8·0
Grand total of Alcoholism - -	46·5

With regard to these figures relating to consumption and alcoholism, it must be clearly understood that the greatest possible care has been taken to include only those families in which their presence is well marked, as shown by there being at least three or four individuals affected in different generations of the family. Isolated instances have in no case been counted, unless occurring in the parents of the patients, and only then if very pronounced; otherwise the totals would have been very much greater than those given above.

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As a result of my inquiries, I have come to the conclusion that these three forms of morbid heredity, viz., nervous abnormality, alcoholism, and consumption, are the chief factors in the causation of mental defect. It may be useful if I append a Table showing the coincidence of two or more of them in the same family.

TABLE VI.

		Well marked.	To less extent and not included in previous percentages.	Total.
Out of the 124 cases in which insanity or other abnormality of the nervous system was present - - - - -	*Alcohol* alone occurred in -	28	7	62
	Consumption „ -	15	7	
	Both Alcohol and Consumption „ -	20	7	49

In forty of these families only was there no trace of alcohol or consumption, in sixty-three one or both of them were very pronounced, and in another twenty-one they were present to less extent.

It is now necessary to refer to the factors of environment given in Group II. of Table I. Taking these all together, they cause amentia in 10 per cent. of cases, but that percentage does not represent the full extent to which they occur since they are also met in combination with neuropathic inheritance. The following Table refers to this point.

TABLE VII.

COINCIDENCE OF FACTORS OF THE ENVIRONMENT WITH MORBID HEREDITY.

	Morbid Heredity.		Total.
	Present.	Absent.	
Before birth - -	21·0 %	1·3 %	22·3 %
During birth - -	16·0 %	2·0 %	18·0 %
After birth - - -	18·0 %	6·7	24·7 %
Totals - - -	55·0 %	10·0 %	

It is apparent from the above Table that a history of one or other of these factors of the environment will be found in a very considerable proportion of cases (65·0 per cent.); and, bearing in mind that evidence of this kind is necessarily much easier to elicit than is a history of morbid heredity, it is not surprising that many writers have attributed great importance to these external factors. At first sight I was inclined to do so myself, and it was only when I found how often pronounced morbid heredity lay behind that I came to a different conclusion. I am far from denying that the environment, even where morbid heredity is present, has no effect; whether the embryo be inherently healthy or unhealthy, it is evident that its development is still to a considerable extent dependent upon the quantity and quality of the nourishment it receives (both intra- and extra-uterine.) Consequently a condition of actual disease, ill-health, or starvation, of the mother, cannot but be injurious to the growing ovum; and the same may be said of the improper food, impure air, and the like, which are so often the lot of young children in our city slums. What I wish to point out, however, is that, as far as my experience goes, such factors acting alone but rarely give rise to mental defect (10 per cent.), and when they do it is generally because they have produced an actual disease of the brain.

On the other hand, in cases in which morbid heredity is present but only very slight, I believe that these external factors have an extremely important contributory influence, and that they may make all the difference between a development of the nervous system compatible with the needs of everyday life, and actual mental deficiency; in fact, I believe that contributory factors of this kind help us to understand why it occasionally happens that a gross idiot may be born into a family but slightly tainted, the brothers and sisters showing no serious mental or physical deterioration.

The net result of my enquiries, therefore, is to convince me of the immense importance played by morbid heredity in the production of amentia. It would, of course, be desirable that the figures I have given should be compared with similar ones regarding the mentally normal population. As far as I am aware none such exist. I have, however, for several years both before and since this enquiry, gathered a good many details from hospital and private patients, and I am fully satisfied that nothing anywhere near approaching this amount of morbid heredity exists amongst them. Isolated instances of an ancestor dying of consumpton, or being addicted to drink, or even being epileptic or insane are not uncommon, but in no instance have I met a person of normal bodily and mental development coming of a stock with a definite and pronounced morbid heredity. Conversely, I have only found 10 per cent. of cases of pronounced mental defect (in which a full and accurate genealogical tree was forthcoming) which could be attributed to extrinsic or environmental causes; whilst in the absence of morbid heredity such factors are very frequently present without producing any mental abnormality. I have, however, had to reject some hundreds of cases from my enquiry owing to the absolute impossibility of getting family histories sufficiently complete.

My conclusion, therefore, is that amentia is of two classes. (*a.*) *Primary*, which is by far the most numerous, comprising 90 per cent. of all cases of mental defect, and in which the condition is the result of morbid heredity. (*b.*) *Secondary*, an entirely different class of cases ætiologically, clinically, and pathologically, being the result of a disease or accident to the brain of the patient.

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Moreover, I think that a critical examination of each of these family histories, as well as numerous clinical and pathological examinations of cases of insanity and epilepsy in addition to amentia, enables us to see something of the nature of the process by which mental defect is brought about.

I believe that there are certain diseases and modes of life which in course of time deteriorate the protoplasm of the entire body. Chief among these are alcoholism and consumption, but there are probably many other factors of modern life which act in the same way. The germinal plasm shares in this general devitalization with the result that a condition of nervous instability or diminished potentiality is produced in the offspring. This shows itself in the shape of hysteria, chronic neuralgia, and the minor form of epilepsy, etc. Should the adverse environment continue or should such a person marry with one similarly tainted, then the nervous abnormality becomes accentuated in the following generation, so that insanity and the graver forms of epilepsy appear. If the process is further continued, marked degeneracy will be present in the third generation with a strong probability that one or more members will be actual idiots or imbeciles, an injurious circumstance in the environment (like those described) rendering the probability a tolerable certainty. I do not, of course, mean that the three grades of nervous disability above described are necessarily restricted to three successive generations. All the varieties may, and frequently do, exist among the members of one generation, and it even occasionally happens that idiocy of the grossest type results from the presence of alcoholism and consumption in the parents without any previous abnormality of the nervous system whatever. The fact, however, that such abnormalities occur in the antecedents to the extent I have shown is proof that this does not often happen and the outline just given may be taken as a general *résumé* of the successive steps in the production of mental defect. I may remark that in many of the histories I have collected it is actually possible to trace this downward march, and strong corroboration is afforded by the gradual accumulation of morbid heredity which characterizes patients suffering from the different grades of nervous affections. This may be shown as follows:

In hysteria and mild epilepsy—antecedent insanity, etc., slight, consumption and alcoholism common. (Data insufficient for figures.)

In pronounced epilepsy—antecedent epilepsy and insanity, etc., 40 to 50 per cent.

In pronounced insanity—antecedent epilepsy and nsanity, etc., 50 to 60 per cent.

In amentia—antecedent epilepsy and insanity, etc., 90 per cent.

Therefore, in 90 per cent. of patients suffering from mental defect, the condition is the result of a morbid state of the ancestors, which so impairs the vital powers of the embryo that full and perfect development cannot take place. In the milder cases the effects are seen in the nervous system only, since this is the most delicate and easily injured part of the organism; in the grosser cases other parts of the body are also affected as seen in the various imperfections and abnormalities of structure called "stigmata of degeneracy." In the 10 per cent. of cases of secondary amentia the condition is due to accidental, and for the most part, unavoidable causes. Amentia is thus not only hereditary, it is also the final expression of a progressive neuropathic degeneration.

As further proof of this perhaps I may be permitted to cite the following facts:—

Thirty-eight women who were insane and under detention in asylums gave birth to children. I traced the subsequent history of these children up to periods at which any nervous abnormality would have manifested itself.

In the case of fourteen of these women the insanity was of a temporary description, due solely to nervous breakdown at a trying period, there being no morbid heredity. Out of the fourteen children *ten were alive and well*, in body and mind at ages varying from three to fifteen years, whilst *four were dead.*

On the other hand, in twenty-four women the attack of insanity was predisposed to by a pronounced morbid inheritance; out of these children only *three were alive and well*, whilst *twenty-one had succumbed*, all, with one exception, a few months after birth.

These figures are small, but I cannot do other than regard the truly alarming mortality in the latter group as the result of morbid heredity, and as further evidence that such inheritance has a most markedly injurious effect upon the offspirng.

2. Sociological Relationship.—With regard to the *relationship beetween Mental Defect* and (*a*) *Insanity*, (*b*) *Pauperism*, (*c*) *Crime*, I beg to make the following observations:—

A. The Relations between Amentia and Insanity. Patients suffering from the severer grades of mental defect (Idiocy) are subject to frequent outbursts of uncontrollable temper, occasionally accompanied by violence; but it is rare for them to become actually insane.

In the milder grades of imbecility and feeble-mindedness however, true insanity is by no means uncommon. Indeed, in these mild cases it is more often owing to insanity than to the mental defect that the incarceration of the patient in the asylum is due. I am unable to say exactly what proportion of aments are likely to become insane, but from the large number of such patients I have seen in asylums I think it must be very considerable. It is necessary to add, however, that practically none of these insane aments had received any special education, and I believe that the systematic training as now given in special classes and schools will do much to diminish the liability to insanity present in this class.

B. Amentia and Pauperism.—I think it may be concluded that the majority of patients suffering from severe amentia are under detention in institutions of some kind or other, and are, therefore, supported either out of the rates or by private charity. This, however, is not the case with the milder degrees, and a goodly number of these are at large. From their condition it is obvious that they can do little for their support, and, with the exception of a few who are looked after by good-natured persons, I believe that they drift from place to place picking up food and shelter as best they may. I have met and talked with many of them in workhouses, in night shelters, and upon the road; but I know of no statistics showing the proportion they form of the pauper population.

C. Amentia and Crime.—That these patients are often guilty of crimes (such as larceny, incendiarism, train wrecking, criminal assault and the like) I know from enquiries into the previous histories of those confined in asylums, and from newspapers reports of police court proceedings. I also know that many criminals are of subnormal intellect and in regard to their physical and mental characteristics identical with aments; but I cannot say what proportion of the criminal class is composed of aments.

The above remarks give the gist of close observations which I have made for the last five or six years upon persons suffering from mental deficiency. I regret my inability to place actual statistics before the Commission; but the difficulty in obtaining these is almost insuperable to a single enquirer. Perhaps, however, I may be permitted to cite the following figures, since they have some reference to this point.

Whilst enquiring into the antecedents of the 150 aments previously referred to, I took the trouble to ascertain the number and condition of all the brothers and sisters of the patients. I divided these into two classes, which I designated satisfactory and unsatisfactory. The *satisfactory* group comprised all those who were said to be healthy in mind and body, and were ableto support themselves. The *unsatisfactory* consisted, in addition to those dead, of those who were either mentally affected, or were suffering from marked and permanent ill-health, or were leading a life of vagabondage or crime. Such details were, of course, difficult to get, and as the valuation was generally that of the parents the figures are almost certainly more favourable to the class than the real facts. These figures are as follows:—

TABLE VIII.

SHOWING THE CONDITION OF 150 AMENTS WITH THEIR BROTHERS AND SISTERS.

In the 150 Families there were 1,269 children born.

Unsatisfactory.		Satisfactory.	
A. Born Dead - -	170		
Since Died -			
Under 1 year	138		
„ 3 „	107	Said by parents to be mentally and bodily healthy -	456
„ 10 „	37 / 315		
„ 20 „	8		
Over 20 „	25		
C. Mentally affected	245		
D. Diseased, Paupers, or Criminals - - -	83		
Total - -	813	Total - -	456

Total, 1,269.

I wish to draw attention to two points in this table. *Firstly*, the large number of children born in these families. I believe that in this country the average number of children born in a family is four, whereas in these degenerate families we find an average of 7·3 to each, and, if the stillborn children are included, the disproportion is still more striking as the average number of children born in each family is brought up to 8·4. *Secondly*, the fact that out of this total only a little more than *one third* can be considered profitable members of the community, and this, be it remembered, at the parents' valuation.

Moreover, it seems to me that these figures, taken in conjunction with those showing the number of mentally affected persons in the ancestry of these children, point to a distinct *increase* of mental disability. I do not wish to press this point unduly, because I think it is tolerably certain that the number of mentally affected persons in the antecedents of these children is understated. Still, it is a significant fact that, out of the total number of 526 mentally affected persons in the 150 families, there are 245 in the present generation, and that nearly two-thirds of the present generation must be regarded as socially unsatisfactory.

3. DEGREES OF AMENTIA.—Amentia is of many degrees; in its mildest form it may be so slight as to be recognizable by the medical expert only, whilst the grosser degrees of idiocy are patent to the most casual observer. Between these two extremes every grade of defect is met with, and the difference between the mildest case of feeble-mindedness and the most pronounced case of idiocy is one of degree only and not of kind. Nevertheless it is convenient to divide the condition of amentia into three classes, *viz.*: Idiocy, Imbecility, and Feeble-mindedness, and the provisions necessary for these are so different that they must be considered separately. In doing this it is necessary to have some definition of each class; many have been proposed, but in my opinion the most satisfactory for administrative purposes is as follows:—

Idiots are the absolutely unimprovable cases capable of doing nothing for their support.

Imbeciles are capable of doing some work for their support.

The Feeble-minded are able, after proper training, to entirely, or almost entirely, provide for their own support; although some form of supervision is nearly always necessary. It should be noted that in America the term "*Feeble-minded*" is used in a generic sense to include the whole order of Amentia, and that an attempt has been made to so use the word in this country. In my opinion, however, it is less confusing to restrict it to the mildest grade of Mental Defect and to employ the word *Mental Defect* or *Amentia* to the condition generally.

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4. PROVISION FOR IDIOTS.—Since these cases are practically unimprovable and incapable of useful work, all that they need is a cheap receptacle where they can be humanely cared for.

The provision at present existing for children of the wealthier class is adequate, being supplied by private enterprise.

The provision for children of the middle and poorer classes consists of a few special institutions such as those at Darenth, Earlswood, Lancaster, Knowle, etc., and of special wards in some of the county asylums. These patients may also be sent to the nearest county asylum under a lunacy certificate.

In my opinion this provision is not satisfactory for these reasons:—it is inadequate to the existing number of idiots, and it is unnecessarily expensive. As to the *inadequacy*; if the so-called idiot institutions only took idiots, room could probably be found for all in the country; but, as many of them are to a great extent dependent upon voluntary support, they are anxious to show as good results as possible; to this end they have a staff of special teachers and give much attention to training. In consequence they naturally prefer to admit those children who are capable of being improved, with the result that the idiots tend to be excluded, and to gravitate to the county asylums

To give some idea of the number of idiots and imbeciles resident in asylums I may say that in the asylums of the London County Council, during the period I was connected with them, there were about 700 idiots and imbeciles out of a total population of a little over 14,000, or roughly about 5 per cent. This, of course, does not include those cases of mild amentia which were incarcerated on account of insanity, and I think that in some of the county asylums which are further removed from special idiot institutions than are those of London, the proportion would be found to be greater. The accumulation within lunatic asylums of these cases of mental defect (and also of dementia) must contribute to their overcrowding, and I should think that there are few asylums in the country which do not contain more patients than the number for which they are really fitted. With regard to the *expense*; whether these idiots are confined in special idiot institutions or in asylums, the accommodation is, in my opinion, far more costly than the needs of the class warrant. The expensive training of the special establishments is wasted upon them; whilst the elaborate precautions inseparable from the asylums, and quite necessary for the insane, are not required for idiots and imbeciles.

Instead of building new and enlarging present asylums to keep pace with the growth of the population, I believe that it would be more economical if idiots were removed from asylums and special institutions altogether and were relegated to buildings of a cheaper kind more suited to their needs. Moreover, the real work of these institutions, in treating insanity and training the milder grades of mental defect, would be thereby rendered more effective.

Such receptacles for idiots might perhaps also be used for many cases of harmless dementia, and so still further reduce the asylum population; this, however, is probably hardly within the scope of the Commission's inquiry.

5. PROVISION FOR IMBECILES.—These patients have sufficient intelligence to do a certain amount of useful work under direction; therefore, in my opinion, their requirements would be best met by means of permanent detention in farm or industrial colonies.

Such homes of detention already exist in the special institutions referred to in the preceding section, and are, in the main, well adapted to the needs of this class. The accommodation, is, however, numerically inadequate for the poorer class, with the result that many imbeciles have no place open to them but the lunatic asylum. It is true that in these latter they do a certain amount of work, such as scrubbing, cleaning, fetching and carrying and the like, and in some of the county asylums I have seen them usefully employed in the carpenters', tailors', or boot mending shops. As a rule, however, it is difficult in an ordinary asylum to co-ordinate their energies sufficiently to turn them to full account, and the employment in many cases is akin to that provided by a municipal body for the unemployed; a matter *pour passer le temps* rather than of practical utility.

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6. PROVISION FOR FEEBLE-MINDED.—In speaking of amentia from the sociological standpoint, my object was to point out the danger which existed to the community from the presence of untrained and uncontrolled feeble-minded, for it is particularly to this class that those remarks apply. The reason of this is that not only does the very mildness of the mental affection render them all the more potent for mischief, but also because we have not the same power of detention as we have for the two lower grades of imbecility and idiocy. Consequently, I believe that the ranks of the insane pauper and criminal are considerably swelled by persons suffering from this mildest degree of mental defect. The question of their propagation must also be borne in mind.

On the other hand, I believe that there are considerable possibilities for good in these patients and that these may be developed by suitable training. Training enables them to apply their hands to useful work, and thereby tends to diminish pauperism. It inculcates moral precepts, and so diminishes the liability to crime; whilst the discipline and regular habits tend to produce a corresponding regularity of mental action and so to diminish their proneness to insanity.

It is necessary to remember, however, that amentia cannot be cured, and since the demands of civilised life upon the intellectual faculties become daily more and more exacting, it is obvious that the individual who starts life handicapped in the most essential requisite for success can never be expected to compete with the normal population on equal terms. Nevertheless there is grave danger in neglect, and in my opinion, the providing of suitable training, followed where necessary by supervision or detention, affords the only satisfactory means of dealing with this class.

A. TRAINING.—With regard to training; the Defective and Epileptic Children Act of 1899 allows of this being given at the option of the local education Authorities, but the permissive character of the Act has resulted in its being a dead letter throughout the greater part of the country. In proof of this statement I may say that up to May 1904, educational facilities were provided for 5,909 feeble-minded children only, whereas I calculated that in England and Wales the number of such children of school age amounted to 54,210, thus leaving 48,301, totally unprovided for. I do not think that we shall have adequate training until this Act is made compulsory.

I think, moreover, that two Amendments would greatly improve the value of the Act, which is the only one we have giving control over this class. These are as follows:—

1. Although the children's attendance can be compelled up to the age of sixteen years, instead of fourteen, as in the ordinary schools, in many cases even this is insufficient, since the necessary training and self-control cannot be acquired by that age. I think that in the absence of any powers of detention the school period should, *where found necessary*, be extended to eighteen and possibly twenty years. Moreover, it might with advantage begin earlier than the seventh year. This would give a considerably greater measure of control.

2. Although the Act allows of the training being given in *boarding schools* it does not compel the children's attendance at these schools, as it does at the day classes. Of course, boarding schools are not always necessary, but I am convinced that the instruction which can be given and the supervision which can be exercised in a residential school are far greater than can possibly be obtained by four or five hours daily in a class; moreover, in many of these cases proper feeding is as essential as proper teaching and it is absolutely imperative that many should be taken away from the pernicious influence of their homes; whilst in scattered rural districts residential schools afford the only means by which the education can be satisfactorily provided. Although I believe it has happened that a parent has refused to have his feeble-minded child taken to a boarding school, I have no personal knowledge of such an occurrence; but I think such a contingency should be provided for.

B. DETENTION.—It will of course happen that a certain proportion of children who have been through this course of special training are still unable to do much towards their own support, or are unfit, on account of evil propensities or insane tendencies, to be at large. I should myself have no compunction in certifying such failures as imbeciles, and the existing Lunacy and Idiots' Acts would, I think, be ample for their detention, although, as previously remarked, the accommodation is inadequate and I might experience difficulty in getting a magistrate to acquiesce in my views. This difficulty would be met by my suggestion under "Administration."

The question, however, is whether any permanent detention of the more successful cases is called for.

On this point there are some who take a strong view and urge that *all* patients, suffering from whatever degree of mental defect, should be subject to permanent detention. In view of the causes and characteristics of this condition, and of the undoubted menace to present and future society which the unrestricted liberty of persons suffering from amentia entails, I believe this view to be theoretically correct; I have grave doubts, however, as to the possibility of applying compulsory detention to the mildest grade—the feeble-minded. In speaking of the degrees of amentia, I defined this class as those capable, after proper training, of entirely, or almost entirely, providing for their own support. It is true that a certain amount of supervision is still necessary, since very few of these individuals are able to steer a course upon life's stormy sea. Still, with some one at the helm they can work their passage, and if this supervision can be secured, otherwise there does not seem to be sufficient reason, upon this ground only, to deprive them of their liberty. The only other ground upon which compulsory detention could be demanded would be the prevention of propagation. To do this, it would be necessary to prove the presence of morbid heredity. Now the difficulties in the way of getting reliable family histories are sufficiently great when required for purposes of science, they would become insuperable if required as a means of detention. Even assuming that the presence of feeble-mindedness was in itself evidence of morbid heredity (as I certainly am inclined to think is the case in the majority of instances), I yet feel that in the present state of public opinion the passing of any measure on these grounds would be utterly impossible. I wish to make it quite clear that I am now speaking of the mildest grade of mental defect only; a defect so slight that it can be distinguished from the normal only with difficulty, and which occurs in all sections of society, the rich as well as the poor; therefore, I believe that the segregation of the entire class of the feeble-minded, *qua* feeble-mindedness, is impossible as a practical measure. Nevertheless a test can be applied, and that is—the ability of the individual to conform to the laws of the country and to support himself, or to be supported by his friends.

This I consider as the irreducible minimum which should be exacted of the feeble-minded in return for his liberty; and in the event of any such person being found at large without means of subsistence, or proved guilty of offences against the law, I think that society might justly demand his permanent committal to an industrial colony; that he might, in fact, be regarded as an imbecile. For this, however, the present law appears to be inadequate.

But even in the absence of the permanent detention of these mildest grades of mental defect I believe that much may be done in the way of supervision. The best means of carrying this out would appear to be by judicious after-care associations and *voluntary* boarding-houses or colonies. If power were given to the local authorities to build these and to make them sufficiently attractive, I believe that a very large proportion of the self-supporting feeble-minded would prefer that mode of existence, and that their labour would go far towards covering the cost of their maintenance.

7. EPILEPTICS.—The severity of epilepsy varies greatly. It is sometimes slight and does not interfere with ordinary occupations; it is sometimes accompanied by insanity; it often leads to dementia; and it is frequently associated with amentia. I presume it is with regard to the latter group, the association of *epilepsy and amentia*, that the Commission is concerned.

The relations of epilepsy to amentia are as follows:—

(1.) Idiopathic epilepsy may cause amentia, owing to the severity and frequency of the fits arresting mental development.

(2.) A disease or accident to the brain may cause both epilspsy and amentia.

(3.) Epilepsy may complicate ordinary amentia.

The latter group is numerically the most important and the only one I need consider, since the first and second groups tend more or less rapidly to dementia.

A very large proportion of cases of amentia are *complicated* by epilepsy of varying degree, probably as many as half, or even more, if all the grades be taken together. The epilepsy is more prevalent in some varieties than in others, but it is of more importance to know its incidence with regard to the degree than the variety of mental defect. The following figures are the results of my own clinical observations; and I think they may be taken as approximately correct.

In the feeble-minded epilepsy occurs in about 11 per cent. of cases.

In the imbeciles epilepsy occurs in about 40-50 per cent. of cases.

In the idiots epilepsy occurs in about 50-60 per cent. of cases.

Where epilepsy co-exists with amentia it of course introduces considerable difficulties with regard to treatment, but administrative measures must have reference rather to the degree of mental disability than to the presence of the epilepsy.

On the whole I think the provision for those aments who are epileptic requires to be very little different from that for the corresponding degree of mental defect.

Epileptic feeble-minded require similar provision to the non-epileptic members of this class, but it is better that the accommodation should be separate. At present there is practically no provision for this class, as they are refused admission, alike to the classes etc. for the feeble-minded, and for the epileptics. The same remark applies to those cases of feeble-mindedness which are complicated by deafness or blindness. In considering the question of provision it is necessary to remember that if the fits are at all frequent or severe, they will in course of time, in all probability, so degrade the patient that the instruction given to him will be wasted. My own opinion is that feeble-mindedness accompanied by anything but the most occasional epilepsy is not worth the expense of training.

With regard to educational facilities for such epileptics as are *not* mentally defective, the existing Act (Defective and Epileptic Children, 1899) would appear to be adequate.

8. ADMINISTRATION.—I believe the difficulties incident to any effective scheme for dealing with mentally defectives would best be overcome by the establishment of a *permanent Commission*, somewhat on the lines of the Lunacy Commission. This should be responsible for the proper care of all *idiots* and *imbeciles* and should be empowered to compel the local authorities to provide adequate and suitable provision for all such individuals within their area.

With regard to the *feeble-minded* the Commissioners would receive reports from the medical officers of the special schools as to what children, at the end of their training, were unfitted to be at large, and would then become responsible for the care of these children; but I do not think that they should be in any other way concerned with the management of the special schools and classes—these being left to the educational authority.

The majority of these duties are, of course, already performed by the Lunacy Commissioners, but the requirements of aments and of lunatics are so different that I am inclined to think that the capacity for work of the former class would be better co-ordinated and made use of if they were under the control of a board having a special knowledge of their characteristics. In dealing with those feeble-minded children who had passed through the special school it might well happen that the medical officer would have difficulty in prevailing upon the magistrate to commit to permanent detention such cases as seemed to him necessary, and I believe one of the most important functions of a special Commission should be the power to act as a "judicial authority" in such cases. The Commissioners would of course be empowered to discharge a case from custody if they thought necessary, as they do now with the insane.

9. PREVENTION.—The care and control of existing mentally defectives by means of training and, where required, detention, are measures necessary for the safety of the community. It must be remembered, however, that they are merely palliative, and that they do very little for the *prevention* of mental defect. It has been shown that not only idiocy, imbecility and feeble-mindedness but also insanity, epilepsy, and a large number of neuroses, are, in the majority of instances, due to morbid ancestral conditions, so that, failing any attempts to grapple with the causes of these conditions, they will assuredly give rise to a fresh crop of insanity, epilepsy and idiocy in generations to come. But not only is mental defect thus being produced anew, the taint is also being spread amongst the otherwise healthy population, chiefly as a result of ignorance; I regard these matters as being so important that I venture to allude to them.

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As to the *production* of amentia, the importance of grappling with *consumption*, *alcoholism*, and *defective hygienic conditions* generally, cannot be too strongly urged, since it is largely to such means that we must look for any appreciable improvement in the mental and physical health of future generations. I believe that the instruction in elementary hygiene which is now being given in many of our schools will do much towards teaching the rising generation the laws of health, and therefore be of considerable benefit in this direction.

As to the *propagation* of amentia, if the general public do not yet realise how injuriously many conditions affect the individual, we can hardly expect them to have any real conception of their consequences upon posterity; and as a matter of fact there is a truly deplorable amount of ignorance and apathy in this matter. There are many persons of whom it may be said that they will almost certainly transmit an enfeebled mental and physical constitution to their offspring; there are others who would probably only do so if married to a person of like tendencies. On the other hand, by suitable marriage a *slight* morbid taint may be much diminished in the next generation, and with still further selection may probably be eradicated. This being so, the importance of the question of marriage cannot be too strongly advocated. Ignorance and indifference to it are responsible for much of the mental and bodily ill health around us. The ideal, of course, would be to prohibit the marriage of any person unable to show a clean bill of health, and proof of their ability to support a family. Such an idea is unrealisable; indeed, I doubt whether any legislation in this direction is possible. The only practical means of dealing with the matter would appear to be by the enlightenment and education of the public conscience as to the responsibilities attaching to marriage, and I believe that a pronouncement from such a Commission as this would do much towards that end.

We pay much attention to the breeding of our horses, our cattle, our dogs and poultry, even our flowers and vegetables; surely it is not too much to ask that a *little* care should be bestowed upon the breeding and rearing of our race.

May, 1905. A. F. TREDGOLD.

7282. (*Mr. Byrne.*) I would first like to ask one or two questions with regard to parts of your most interesting statement. I do not quite understand the meaning of the Table on page 397. What are the per centages given in the columns of that Table, are they percentages of the whole number of 150 cases that you examined, or are they percentages in a literal sense?—Those are percentages in a literal sense.

7283. Reduced to 100?—Reduced to 100 simply for convenience of comparison. It is not the number of cases; if it were it would be half as many again.

7284. The interpretation of it is that, of those you examined who had an undesirable environment manifest before birth there were 22 per cent, and 21 per cent. of morbid heredity?—Yes, and only 1·3 per cent. in which there was no morbid heredity; and the same with the other columns, during and after birth.

7285. On the following page there is another statement which I do not quite follow, where you say: "This may be shown as follows," and you give certain percentages: "In pronounced epilepsy—antecedent epilepsy and insanity, etc., 40 to 50 per cent. In pronounced insanity—antecedent epilepsy and insanity, etc., 50 to 60

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per cent." That differs, does it not, from the proportions given in the Lunacy Commissioners' Reports?—Entirely.

7286. Will you enlarge on that and explain where the difference comes in?—I think most of the Reports of the Commissioners are based on the statement of particulars and details from the case books. This is the result of a special inquiry which I made myself—a personal investigation of the family history of persons suffering from insanity. I am perfectly certain that any statistics based on case books and statements of particulars are absolutely wrong. You cannot get sufficient information in that way. I have seen many of these statements of particulars filled up by the relieving officer, and it is generally done in the most perfunctory way. Moreover the relieving officer has not sufficient knowledge to extract a family history. He runs through the questions and puts "Yes" or "No" as he goes through them. There is no time for thought, and very often the friend or relation interviewed does not know anything about it. These statements, usually without any further enquiry by the medical officer, go into the case books and the statistics are compiled from those.

7287. In other words you think that if the enormous number of cases from which the statistics of the Lunacy Commissioners' Report are made up were examined in detail, and as carefully as you have examined your cases, probably the same result would be arrived at?—I think so.

7288. As regards that third number of persons "In pronounced insanity," you find in 50 per cent. antecedent epilepsy and insanity. Does that mean in cases where pronounced insanity appears in persons who are also aments?—No, that means simply cases of insanity apart from amentia. Those were obtained from patients in the asylums of the London County Council and elsewhere; they are lunatics.

7289. Could you give us some idea from what number of cases it was found—quite roughly?—Possibly from 100 to 150.

7290. Examined with the same care as you examined the 150?—Yes. As a matter of fact, I did some of that work whilst I was in the Northumberland County Asylum before I went to the County Council. I put the two results together, and it comes out to about the same.

7291. That answer is very interesting, because the point is not quite clear in your memorandum?—I did not think it necessary to go into those details because I thought this Commission had only to do with cases of amentia; so I simply put that as a statement; I did not give the details of how I arrived at that statement.

7292. But as illustrating what you call "the downward march" it is interesting?—Yes, I thought that would probably come out in questions.

7293. On page 400 there is a point I should like to ask you about; in the second column where you are talking of the number of children provided for in England: "I calculated that in England and Wales the number of such children of school age amounted to 54,210;" would you mind telling us on what basis you made that calculation?—That is first of all based on the estimate of the Departmental Committee of 1898, namely that 1 per cent. of the ordinary school population are feeble-minded. That I think is generally accepted as a correct estimate. The school population is roughly about one-sixth of the total population. The census for England and Wales, gross population, was 32,525,716. One per cent. of one-sixth of this figure comes to 54,210.

7294. Again on page 400 (col. 2) where you are talking about the question of detaining the feeble-minded and subjecting them to permanent detention, you say: "Now the difficulties in the way of getting reliable family histories are sufficiently great when required for purposes of science; they would become insuperable if required as a means of detention." If a child is sent to a defective school and remains there for a good many years, showing every sympton of being likely to require detention afterwards, and being visited by his parents and relatives perhaps frequently, it would be fairly easy in the course of those years for the authorities of that school to obtain a fairly reliable family history?—I think if the parents thought that the information got from them would be a factor in shutting the child up, they would absolutely refuse it; that is my feeling.

7295. But there are officials who would obtain evidence. The police would help the Education Authority—the Education Authority's own officer obtains a very great knowledge of family histories of the poor amongst whom he moves?—Yes.

7296. Your remark is no doubt true as regards any person whom you might pick up in the street, without knowing much about him, and ask "Is this man fit for detention," but does it not require modification when you have these children already under detention in schools?—Yes, I think it would be easier in that way, but I still think it would be rather difficult.

7297. It could be done if special efforts were made?—Yes, if there were a special system for getting the family history, it might be done.

7298. On page 401, col. 1, where you make a very interesting suggestion in support of your argument that you consider a permanent Commission, somewhat on the lines of the Lunacy Commission, would be the best mode of dealing with the classes whom it is found necessary to detain, will you tell me in greater detail what you think the position of such a Commission should be? Would you like to have it a technical Commission, quite independent of the authority of the Government, or would you have it attached to, or connected with, a Government Department or departments?—I would have it connected with a Government Department, and reporting to the Lord Chancellor, just on the same footing as the present Lunacy Commission; practically the same thing but having to do with mental defectives only.

7299. With regard to the strong view which you express in your interesting paper with regard to the causation of defect, I do not know whether you have read the evidence of one of the Inspectors under the Board of Education, Dr. Eichholz, which tends rather to an opposite conclusion?—Yes, I have seen some of the evidence.

7300. Might I call your attention to some of the statements and ask your opinion; one was that the non-hereditary congenital types appear to form the majority of cases of feeble-mindedness?—Of course my experience is entirely opposed to that.

7301. That is to say, in the majority of cases, 70 per cent., it is not possible, even with the greatest care, to ascertain any history of insanity or other nerve taint in the ancestry?—I cannot agree with that; my conclusion is exactly the opposite.

7302. Can you conceive how any such view could be held?—Yes, I can.

7303. Let me remind you that Dr. Eichholz obtained his results from his examination of the school records relating to an undefined 1,570 children?—I think that is the explanation; that his personal examination confined itself to the inspection of the records compiled by others. I do not think he personally got the family histories. He simply inspected the family histories obtained by other people. I think there is another factor that led to that result. I am rather inclined to doubt whether all those children were really feeble-minded. In looking at the large number of children who were discharged from the special schools there is very great doubt whether a considerable number of them were not ordinary backward or dull children—whether they should be called feeble-minded at all. That would materially alter the percentage.

7304. Your views do not in any way apply to simply backward children who are stupid, perhaps, from want of food, or living in degraded surroundings?—No.

7305. But who, under proper care, shew that they are normal children?—Quite so; they are not feeble-minded children.

7306. Would you go so far as to say that, if you found yourself able to send an alleged defective child back into the ordinary school, it shews that it was not feeble-minded?—I do not think that I would go quite as far as that. I think possibly cases might occur of a very mild defect which could be improved sufficiently to be sent back to the ordinary school. But I think that where that

happens with a very considerable percentage then one would look upon that percentage with very great suspicion.

7307. Dr. Eichholz was asked the details of how he obtained his records, and in conclusion it was put to him: "In other words, what you have stated is the absolute minimum that the parent will admit, is it not?" he said in reply, "No, it is the absolute maximum that the teacher can extract; that is true of family histories." Do you agree with that?—Yes, I think the two are synonymous, for it depends, of course, upon the teacher's capacity to elicit information. I dare say the teacher got as full information as he could get, but then someone else might have got very much more.

7308. Some schools from which the records came were very large schools, and the time which the teacher at a very large school would be able to devote to cross-examining the parents would probably not be very long?—Certainly.

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7309. Do you think that personal visits to parents or long interviews with them are quite necessary to get the proper family histories?—Some of my family histories took me three or four interviews with different members of the family, and often enough it takes two or three hours to really get an accurate history. What I tried to get was full particulars of each member of the family for three or four generations. I have the form here that I use. It will shew you the system I adopted. Before I started getting family histories I carefully thought the thing out and drew out a form. This is the one:—(*form handed in*)

Name,
Place,
Reg. No.

PERSONAL AND FAMILY HISTORY.

{*Obtained from*
{*Date,*

PATIENT.

Birth.	Place.	? Full time.	? Injury.
Development.	Walked.	Talked.	Dentition.
First Symptoms.	Nature of.	Age noticed.	
School Education.			
Employment.			
Any previous Treatment.			
Habits, etc., before Admission.			
To what is condition attributed.			

PARENTS.

	FATHER.	MOTHER.
Birthplace and subsequent Residence.		
Age at Marriage and Consanguinity.		
? Living together now.		
Age at death and cause.		
Alcohol.		
Syphilis.		
Occupation.		
Any Physical Disease.		
* Any mental or nervous Disease.		
General Habits and Character. ? Respectable. ? Criminal.		

GRANDPARENTS.

	F. F.	F. M.	M. F.	M. M.
Birthplace.				
Occupation.				
Age at death and cause.				
Any physical disease.				
Any mental disease.				
General habits, character, etc. ? Respectable. ? Criminal.				

BROTHERS AND SISTERS.

No.	Sex.	Present Age.	Condition.
1*			

COLLATERAL.

PATERNAL.		MATERNAL.	
F. B.	F. S.	M. B.	M. S.
Number.			
Condition.			
Physical Disease.			
Mental Disease.			

CHILDREN OF

F. Brs.	F. Srs.	M. Brs.	M. Srs.

REMARKS.

* In this table space exists for particulars of 12 Brothers and Sisters.

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7310. I presume that a mere formal enquiry would not elicit the truth at all ?—Not at all.

7311. You would have to talk to the people ?—Some considerable time.

7312. In a friendly, and in a cunning way often, and spending considerable time over it ?—Yes, you must do so.

7313. Dr. Eichholz told us that feeble-mindedness may be accepted as pointing to the early race extinction of the class afflicted. He gave us certain figures which he explained, pointing to the extinction of the individual family concerned, but not the extinction, of course, of the class of feeble-minded. Would you be prepared to adopt that statement ?—What I should be inclined to think would be this; that if you could shut up all the feeble-minded boys and gi ls on a desert island, possibly in the course of a few generations there would not be many of them left, because I believe any offspring would get more and more mentally and physically feeble, and they would simply die out. But that is not so in this country. The danger is that the feeble-minded and other persons of pronounced morbid inheritance are, by intermarrying, constantly dragging the more healthy stratum of society into a lower level.

7314. In fact the argument is only true if the feeble-minded always intermarry with one another ?—That is what they do not do.

7315. If they intermarry to a greater extent with the normal it is not so convincing an argument ?—No.

7316. Have you much experience, or have you acquired much knowledge in any way, with regard to the number of feeble-minded people among the rich—by rich I mean the comfortably off classes ?—I have not any definite statistics as to that, but my impression is that there is as much amongst the rich as amongst the poor.

7317. In fact that is what you would expect from your biological examination ?—Yes.

7318. You would not be surprised to hear that Dr. Eichholz, who took an opposite view, told us that there was not ?—Of course, the presence of feeble-minded among the rural and better class population would be fatal to his theory.

7319. The question was put to him: "If that"—namely, exposure to and acquiescence in the unpleasant and unhealthy conditions of modern town life—"If that is the normal causation of feeble-mindedness, you would expect to find very little of it among rich people." "You find less of it among rich people," he replied. You do not agree with that. ?—Here I am speaking from impression; I have not statistics at all. My impression is that there is just as much among the rich and well-to-do as amongst the poor. I think some evidence is furnished with regard to that by the number of these patients in private homes and establishments, and also by the fact of the number who come from country districts, where these conditions do not obtain.

7320. I was going to ask you first about the well-off, and secondly about those living in the country ?—My impression is just the same, that the country furnishes just as many feeble-minded as the town, in proportion to population. I cannot give actual figures but I have certainly myself met with many cases of mental defect among the middle and well-to-do classes, and in country districts, where, of course, there is no question of slum environments.

7321. Which you would not expect on the environment theory ?—No. Of course I do not dispute that where morbid heredity is present its effect may be, and probably is, accentuated by a faulty environment; but I do not think that faulty environment is in itself at all a potent cause of amentia.

7322. (*Mr. Hobhouse.*) With regard to what you have just said to Mr. Byrne, I notice on page 398 (col. 1) you say: "I believe that there are certain diseases and modes of life which in course of time deteriorate the protoplasm of the entire body. Chief among those are alcoholism and consumption." Are those, and similar causes, the chief factors in originally causing mental decay ?—I think so.

7323. If that be so, how would you reconcile that with your statement that amongst the rich and well-to-do there is as much feeble-mindedness as amongst the poor and badly nourished ?—Because I think there is certainly as much alcoholism and probably as much consumption among the well-to-do.

7324. The cause, then, of consumption and alcoholism is an appetite, in the one case, leading perhaps to consumption, and not to weakness caused by necessity ?—Not necessarily, no

7325. What in your view would be the cause of the craving for alcohol; I am trying to get back ?—I do not know that it is necessarily a craving in the first place. The alcohol, is there, in plenty, and they simply take it. They get into the way of taking it more and more, until they become saturated with it. I do not know that they start by having a craving; the craving comes afterwards. I think the appetite is created by the presence of alcohol in many cases.

7326. So that amongst the well-to-do the causes of feeble-mindedness are as active as amongst the poorer classes, in your opinion ?—Yes, I think so. Perhaps I might qualify that in this way, that rich people are more likely to be influenced by moral and social considerations than are poor people and perhaps they would not yield in the same way; that is the only qualification I would make, however.

7327. I think you say in your statement, *vide at page 401 (col. 1)*, that you wish to see "a permanent Commission, somewhat on the lines of the Lunacy Commission." Can you explain to us what you mean by the word "somewhat"? What difference would you draw between the constitution and the powers of the one body, and the other body ?—I would have a Commission to deal with mental defectives first of all to be composed entirely of medical men or of experts having knowledge of this question. I do not think there is the same need to have a legal element. I think it should be an expert Commission. With regard to the powers of such a body these should be very similar to those of the Lunacy Commission, but in addition I think they might actually examine and commit to permanent care those feeble-minded children whom it was deemed advisable to detain at the end of their school curriculum. I do not think such committal should be left entirely in the hands of medical officers of schools. I think this power of examination and committal would be one of the most useful public services of such a Commission.

7328. Would you have any department controlling that Commission ?—I think they should report to the Lord Chancellor and be under the Lord Chancellor, just as the Lunacy Commissioners are.

7329. Have you heard complaints made that the Lunacy Commission is a too irresponsible body ?—No, I do not think I have heard any complaints.

7330. You are aware that there is a considerable feeling that very often the demands of the Lunacy Commissioners are excessive ?—There is a feeling, I believe, on the part of some of the local asylum committees, if that is what you mean.

7331. That is what I do mean—people who are themselves in close touch ?—I think that feeling arises because the Lunacy Commissioners require certain things to be done and the committees do not want to do them, on the ground of expense. I think a good deal of conflict arises there.

7332. I do not wish to pursue that very closely. Would you fear that a similar state of dissatisfaction might arise in the case of a committee or commission controlling the feeble-minded ?—I think it is quite possible.

7333. From the point of view of the excessive demand on the part of the Commission ?—I think that is quite likely to be so in any Government department having to control local authorities.

7334. And being themselves irresponsible from any higher controlling authority ?—Yes.

7335. Would you think that a defect ?—I think it would be an advantage, if they were sufficiently strong to enforce their opinion.

7336. So that, from the point of view of expenditure, you would not desire to see such a Commission under the supervision of any controlling authority ?—I do not think there is any need for any special control.

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7337. With regard to one other point; you told us that at the present moment you consider that the general feeling of the country would be against the permanent detention of many of these feeble-minded. What remedial measure would you suggest?—I was there speaking of the mildest grades. I think that the public would naturally hesitate to give any powers of controlling people who were suffering from a mild degree of mental defect when it was so mild that they could do their work. That is the only grade that I am speaking of. I think, where you have a mental defective who is not able to look after himself, or commits offences against the law, then public safety would require his permanent detention, but if he can conform to the law and can do enough work to keep himself, then I feel that society would rebel against his detention.

7338. To habitually keep himself, do you mean, or keep himself with chance labour?—To provide for his own support.

7339. Your suggestion of detention would take the form of committal to a labour colony, or something of that sort?—Yes.

7340. I may take it that that is what you mean?—Yes; I think that detention should be on an industrial or farm colony.

7341. (*Dr. Donkin.*) I want to ask you a few questions with regard to feeble-mindedness and detention. Of course, you are aware that this Commission, in dealing with the matter, is largely concerned with the desirability, or otherwise, of obtaining further control over people of weak mind?—Quite so.

7342. Therefore, for the purposes of this enquiry, we must more or less limit ourselves to considering cases of weak-minded persons who can conceivably be dealt with. In other words, we do not wish to include in this enquiry the whole class of persons who may be at one end of it—very slightly worse than the normal. Therefore, I ask you whether you would consent to confine your remarks on the questions I wish to ask you to such class of persons as are here described by the Report received from the Royal College of Physicians, in which, for the purposes of the enquiry, the word "feeble-minded" is taken to mean "a person who is capable of earning a living under favourable circumstances, but is incapable from mental defect existing from birth, or from an early age, of competing on equal terms with his normal fellows, or of managing himself and his affairs with ordinary prudence." That, you see, cuts out a very large number at one end of those who have been dealt with (as has been just brought out) by Dr. Eichholz; it cuts out a very large number of the children who are found more or less backward at school. Would you take that to be a practical working description of such feeble-minded persons as may be fair subjects for discussion as to detention?—Yes, I think that might be accepted as a very good working definition. It is practically identical with my own definition given under the degrees of amentia (page 399) in which I say that supervision is nearly always necessary.

7343. Keeping in view that that is the class of people about whom we are talking, would you say that in that class there would be a very large number of people who at present would be very difficult to detain, and who at the same time would be very liable to be dangerous to themselves and others; in other words, is it likely to include a large number of potential criminals?—Yes, I think that that class of amentia would include the greater number of potential criminals. I look upon the feeble-minded class, according to that definition, as being the most dangerous, socially, because the fact of their mental defect being milder than that of the imbeciles and idiots makes them far more potent for mischief.

7344. Therefore, would you consider that it is desirable to obtain some means of controlling them?—I think so, certainly.

7345. Applying your researches with regard to the various causes of feeble-mindedness, taking patients of this class such as we have just described, you would attribute about 90 per cent. to direct morbid nervous heredity. I know you cannot have statistics on this matter, but could you say what would be the probabilities of such a person, who has been proved to be congenitally of this description, having mentally abnormal children?—I think the probability would be an exceedingly strong one. I have not seen many cases of children resulting from such parents, but I have never seen a normal child the offspring of feeble-minded parents, that is to say I have never seen feeble-minded parents have a normal child. If you have a feeble-minded mother and a feeble-minded father I have never seen a normal child the result of that.

7346. (*Mr. Hobhouse.*) Not a single instance?

7347. (*Dr. Donkin.*) Two feeble-minded parents you mean?—Having normal children—not a single instance.

7348. You have just said, in answer to Mr. Byrne, that there would be often more or less normal children born of one feeble-minded parent?—That is a different matter, every child has two parents, but in my opinion even where the hereditary taint is on one side only a far greater proportion of the children will be abnormal than where both sides are healthy.

7349-50. Mr. Hobhouse has asked me to ask your opinion about the law of normal birth. It has often been spoken of. There is a tendency to revert to the normal. That is generally admitted?—Yes; I do not think there is much tendency to revert to the normal with people of such abnormal heredity as this. I think they would go on getting worse and worse if the conditions continued.

7351. I wanted to bring out what I think you have answered now; that there would be, in your opinion, a very large probability of feeble-minded persons, such as we have been describing, having children who are abnormal too?—I think it would be a practical certainty that a large number of such children would be feeble-minded.

7352. Still keeping in mind this class of people, would you say that any large proportion of them have any obvious physical signs of what has been called degeneration; perhaps it is rather a vague term?—Yes, I should say the majority of them have physical defects as well as mental.

7353. Even the feeble minded strictly so-called?—Yes, even the feeble minded. I do not think the defects are so grave and obtrusive as in the imbeciles and idiots, but if you look for them I think you can find them.

7354. They would be detected by the skilled observer rather than the ordinary observer?—Yes, moreover I consider that there are defects of function without obvious abnormalities of anatomical structure, and I think the majority of feeble minded children show defects of that kind.

7355. Would you mention one or two of the more important defects of structure, which are not easily detectable by the ordinary observer?—One of the most common is stunted growth, also abnormalities of the relative proportion of the limbs and the features, ears, nose and eyes, and of the skull generally. Then defects of nutrition are very important; these children are mostly thin, and they get cold hands and cold feet and other evidences of abnormal circulation.

7356. Would you put much stress on the arched palate?—I do not think I would put very much stress upon that, because I believe it often occurs in normal people. I do not think we quite know what is the normal palate.

7357. You would not say that is very valuable?—No, I do not think so—not taken in itself.

7358. In any case you would consider, before taking such a measure as to detain permanently, or indefinitely, members of this feeble-minded class, that some expert evidence should be called?—Yes, I think there must be an expert medical examination of the children.

7359. In every case?—In every case of mild defect, and I think that might be done with great advantage and safety to the public by the Expert Commission I have suggested.

7360. You have said something about moral imbecility; you have had some experience in regard to that class of cases which are known as moral imbeciles?—I have seen several children suffering from what one can only call a deficiency of moral sense. Of course, in many of these there is an intellectual defect as well. At the same time you get children in whom there is apparently no intellectual defect, simply a moral defect.

Questions 7361 to 7395.

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7361. You are aware of cases where the moral defect is very salient ?—Yes.

7362. Where the intellectual defect is not obvious ?—Is very slight.

7363. Would you say that they are common—with regard to children ?—No, I should say that cases of moral defect alone, not accompanied by intellectual defect, are not common.

7364. (*Mr. Dickinson.*) You have said that the result of your investigations shows that, roughly, 90 per cent. of those cases, you consider, show hereditary taint ?—Yes.

7365. I understand that those were 150 cases ?—Yes.

7366. Those 150 were cases of persons who were in lunatic asylums ?—In lunatic asylums, and in Earlswood, and in Darenth, and a few that I saw privately.

7367. But they were not all either recognised lunatics or idiots ?—I took the trouble of finding out the grade of mental defect that these 150 were suffering from. I found with regard to the degree of amentia that about fifteen of the 150 were low grade, were idiots; about ninety-five were medium grade, imbeciles, and about forty were high grade, or feeble-minded.

7368. Take those forty; how are they feeble-minded—because they were all of them in some institution which is not supposed to take feeble-minded children ?—Most of those feeble-minded were in asylums because they had become insane. They were in asylums on account of insanity rather than the mental defect.

7369. At any rate, they were people who were pretty bad ?—No, they were not very bad from the point of view of mental defect; from the point of view of insanity they were bad enough to send to an asylum.

7370. Your figures cannot be said to be based upon those people whom we are considering as feeble-minded ?—These figures are based upon a collection of every variety of aments; idiots, imbeciles, and feeble-minded.

7371. But still the feeble-minded (that is to say the person who is very slightly removed from a normal mental condition) was not largely represented in this 150 ?—They were represented to the extent of 40 out of 150.

7372. And forty of them were persons who were very slightly removed from the normal condition ?—Yes.

7373. These 150: how did you get them ? You took 1,500 patients first of all, I understand ?—Yes.

7374. Then you found that out of the 1,500 you could only get family information from 150, is that the process ?—Yes. What I did was this: I took each asylum in turn, and I either made a tour of the asylum, or went through the case books to get an idea of what patients were suffering from mental defect. Having got this list, I went round and saw the patients and examined them, and made out that they were really mental defectives. Having done that I made out a list of these persons, and supplied this list to the attendants on duty, and told them to communicate with me when these patients were visited by their friends. I did that with four asylums. In that way in two years' time I was able satisfactorily to interview the relatives of 150 patients.

7375. The 150 were those whom you interviewed ?—Yes.

7376. They were therefore a haphazard selection ?—Quite; those who happened to come and visit the patients. A lot of these patients are in asylums for several years and never visited, or I did not happen to be there when they were visited. That is the method I adopted.

7377. With regard to this question where you say the accommodation for idiots and imbeciles is inadequate; why do you say that ?—Because I have had difficulty in getting an idiot or imbecile into an institution; I have found there is no place open but the workhouse or the asylum.

7378. You have tried to get them into Earlswood and other places ?—Yes.

7379. What is the difficulty of getting them in there ?—Very often the cost; and there is no vacancy there, often. They only have accommodation for a limited number, and they are full up.

7380. Your idea is that the regular idiots and imbeciles should be simply kept apart somewhere where they could be kept perfectly ?—Yes, I think so.

7381. Do you think that the idiot asylums now are of that character, or would they require to be altered ?—I think the present idiot asylums are too good—too expensive; just as the present lunatic asylums are too expensive to keep idiots in. I think that the institutions might be very much cheaper than that; the lunatic asylums and these so-called idiot institutions are very expensive institutions indeed, I believe.

7382. I suppose the reason why they are expensive is that they attach importance to improving them ?—In the case of the institutions, yes; in the case of the asylums, because they have to have so many safeguards which are not necessary for idiots, although they are quite necessary for lunatics.

7383. Do you think there are a considerable number of idiots as to whom any expensive attempt to improve them is useless ?—I think with the majority of idiots it is useless.

7384. Therefore they had better be kept as cheaply as possible ?—Yes.

7385. They do try and improve them in the asylums ?—I know they do, but I think it is waste of money.

7386. Have you had any experience of idiots being sent out again from asylums ?—No, I don't think I have known them to be discharged from asylums; I have known imbeciles.

7387. One other point, on page 400 (col. 1), dealing with detention you say—"I should myself have no compunction in certifying such failures as imbeciles, and the existing Lunacy and Idiots Acts would, I think, be ample for their detention." I understand you there to be referring to all grades of mental defect, even the most slightly feeble-minded ?—I am there referring to the children that have been looked upon as feeble-minded and passed through the special schools, and have been failures—the failures of the special schools.

7388. Then you yourself, as a medical man, would have no hesitation in certifying ?—No; I should look upon the fact of their failing to respond to instruction as being sufficient to certify them as imbeciles.

7389. I do not think that that opinion would be held by all your colleagues in the profession ?—Not all, certainly. I think that in certifying under the Lunacy Act the difficulty there would arise with the magistrate; he would not agree with that. There is no definition laid down by the Idiots Act as far as I know. If I certified him as an idiot or imbecile that would be sufficient if I could get the Lunacy Commissioners to agree with my view.

7390. You think you could certify all these feeble-minded children as imbeciles ?—Those who have failed to respond to the school teaching; I think so; that is a matter for the conscience of the medical man.

7391. You think there is such a defect in their mind that they should be looked upon as being of unsound mind ?—Looked upon as being imbecile.

7392. Did you correct me with any intention there, in respect of the "unsound mind" ?—I was using the term "imbecile" as being more specially applicable to them.

7393. But not as being included in the words "unsound mind" ?—Yes, as being included in those words when used in their literal sense. I am referring here, however, to the Idiots Act of 1886 and this Act does not use the term "unsound mind." That term is made use of in the Lunacy Act.

7394. (*Mr. Loch.*) With regard to those who do not fail to respond to the treatment and the teaching in the schools, do you have any knowledge of what becomes of them ?—When they reach the age of sixteen they are sent out. Some of them, of course, are looked after by After-care Associations. Others get work for a time and then are found to be incompetent and are discharged and they get work elsewhere, and very often they drift about from place to place.

7395. Practically they are a class that requires provision, even though they leave ?—Yes, I think so.

7396. Would you bring them by way of certificate under the Idiots Act?—You could not do that under the existing Idiots Act.

7397. You would have to have another form for their certification?—I think so, certainly.

7398. This form reads "Idiot or imbecile capable of receiving benefit from such hospital, institution or licensed house." What words would you add which would bring them practically in the category by which you could get them under certificate?—I think if you added "or suffering from mental defect."

7399. You have shown, I think, that some of these people who are defective become insane?—Yes.

7400. Is it not well, therefore, that there should be one department for dealing with the whole group of defective persons, putting aside the legal issues that arise in regard to lunatics? I will put it this way: a person to-day is defective, to-morrow is insane. There are two grades; insanity may become marked later on. There is clearly opportunity for distributing these and re-distributing them—an epileptic may become insane, and so on?—I think so.

7401. Would it not be better, therefore, to have the whole of those cases under one single department?—I think there are advantages in having a separate department that would more than compensate for that. My idea is that there should be a Commission for Lunatics and a Commission for Mental Defectives running on parellel lines. If a mental defective becomes insane he must go to an asylum; you cannot keep him in a colony.

7402. Put it in this way: we want perhaps to remove from the insane asylum a senile insane person. You do not want the treatment there. There must be the utmost possible co-operation; or else one body practically?—Yes, certainly I agree that there must be close co-operation. I see no difficulty however in the drafting of a harmless senile case to an idiot institution. There are a large number of such cases at Darenth.

7403. With regard to the remark on page 398 about amentia and pauperism, does it not come to this, that there is a kind of morbid population for which we have to provide, and that there should be some examination, from the point of view which you have been describing, systematically, of all who are in the vagrant wards or in the workhouse so that the pauperism which may be in a great measure due to declension of powers and arrested growth, should be dealt with on other lines than as pauperism?—I think so entirely. I think we should very clearly distinguish between the pauperism which is due to this taint and the pauperism which is unavoidable.

7404. Would you be inclined to put the provision of institutions for the feeble-minded at all in the hands of the guardians,—the guardians in one or two instances have started such institutions,—or would you detach them, and take the pauper away from the category of pauperism, and treat him by another authority as feeble-minded?—I would treat him by another authority altogether, leaving to the Poor Law guardians the treatment of that pauperism which is not due to mental defect.

7405. With regard to the remark on page 400 with regard to the resident schools you say "Of course, boarding schools are not always necessary, but I am convinced that the instruction which can be given and the supervision which can be exercised in a residential school are far greater than can possibly be obtained by four or five hours daily in a class." Is that a criticism of the school treatment we now have—the special classes?—Yes, it is a criticism in a sense. I think that that is not adequate in many cases—I will not say a majority; I think something further is wanted.

7406. Does that lead you to the conclusion that on your examination of these children you would divide them sending some into special classes and sending some to institutions at once?—Yes, that might be done.

7407. If they were handled in an institution earlier do you think there would be much chance of their returning to outside life, if it is at all desirable?—Yes, if it is desirable, I think there is that chance.

7408. I take it there is a chance with mild aments that you feel should be secluded?—Yes, I think that in any case a boarding school affords a better chance of amelioration than does a day school.

7409. It might be that some of those whom you dealt with quite early might fall into that class later on?—Yes.

7410. This last paragraph of your statement (page 401) summarises all you have to say about prevention, particularly that paragraph as to the propagation of amentia. I want to ask whether anything more definite can be done. These one agrees with, but from the point of view of education in our schools, have you any suggestion to make which would prevent the upgrowing of these people?—I think a good deal more instruction might be given in elementary schools than is at present given on these matters; instruction in hygiene and general hygienic principles. I think that would be of very great value.

7411. You would reconsider your education from the point of view of the future life of the child?—Certainly.

7412. And make it very much more improved?—Certainly.

7413. Are there any definite suggestions which you could lay down which might lead to definite recommendations?—I think any good must come through a gradual process. I do not think you can possibly legislate to prevent marriage. I think you must trust to gradually enlightening the present generation with regard to these matters.

7414. But of course we can alter codes of education. If the code of education is to be made more practical that can be altered?—That would do what I think is necessary.

7415. But you have never drafted the kind of education code which you would wish to have, from your point of view?—No, I have never actually drafted it.

7416. (*Dr. Dunlop.*) You stated you have never seen a healthy child the offspring of two mentally defective parents?—Yes.

7417. Have you come across many instances where you have seen any child with two mentally defective parents?—No, very few.

7418. You would not be in the way of seeing the healthy ones; it is the unhealthy ones that naturally come to the asylums and institutions?—Yes, but I think you would be in the way of seeing any offspring because you would have some knowledge of the parents.

7419. However, you have seen very few of these children altogether?—Very few.

7420. Possibly rather too few to make such a general statement?—Yes, I can only say I have never seen one healthy one.

7421. But the number is too small to be conclusive?—It is.

7422. As regards the morally defective class, you stated that the great majority had other symptoms of mental defect?—Yes.

7423. Are you perfectly satisfied that you ever get moral defect only without any other symptom of mental defect?—I have seen two or three cases in which I could discover no intellectual defect.

7424. At what ages?—Ages varying from fourteen to twenty.

7425. Fully educated children?—Yes.

7426. Ordinary intelligent children?—Ordinary intelligent children.

7427. With some moral defect only?—Yes.

7428. But out of the large number of cases that you come across you can only recall two in three?—Only two or three.

7429. You also said senile cases did not require asylum treatment?—Yes.

7430. What would you advise to be done with them?—I think they might go along with the idiots in a cheap institution of some kind or other.

7431. With the idiots?—With unimprovable cases of amentia.

7432. Idiots are practically all under twenty years of age. They very seldom grow up?—The majority of them are.

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7433. You would put the senile dement with them?—Yes, they both require much the same care.

7434. Do you think cheap, inexpensive treatment would satisfy their wants?—Yes.

7435. Is it not the fact that a great many of them are bedridden and require very careful nursing and attendants to keep them in anything like comfort?—A large number of them are bedridden, but I should not say the majority.

7436. But the bedridden cases require a great deal of care?—So do the idiots. Many of the idiots are bedridden. I do not think there is a greater proportion of bedridden dements than of bedridden idiots.

7437. Whenever you get a bedridden patient requiring careful nursing the institution treatment of that patient is not cheap; it is expensive?—I do not think it need be. There is not much skill required to nurse a bedridden patient.

7438. Is the average expense in asylums, or in London hospitals, the greater?—In hospitals, I should say.

7439. Where there are bedridden patients?—Are you speaking of general hospitals?

7440. Yes.—That is not a case of being bedridden; that is a case of suffering from acute disease or illness; moreover patients in hospitals require skilled medical and surgical treatment as well as skilled nursing.

7441. The point I am trying to get at is that when you have bedridden insane persons, the nursing and keep are necessarily expensive, are they not?—Yes, but I do not think the expense of nursing and keep of bedridden insane patients is as great as that of a healthy lunatic, because he requires careful watching and looking after which the bedridden patient does not. The one may require more nursing, but he does not require the more elaborate precautions that the dangerous lunatic requires.

7442. You think watching is more expensive than nursing?—I think it is. I think the safeguards necessary for a lunatic are more expensive than the necessary nursing for the dement.

7443. Now, as regards your suggestions; I notice in your statement you are against separating the various grades of amentia into two hard and fast classes: "In my opinion, however, it is confusing to restrict it to the mildest grade of mental defect and to employ the word mental defect or amentia to the condition generally"?—There is an error of the printer there, he has left out the word "less," which has entirely altered the sentence. If you put it in—"In my opinion, however, it is *less* confusing"—it will be all right.

7444. So that you are in favour of separating the mildest form of mental congenital defect from the other mental congenital defect?—For administrative purposes.

7445. Only for adminstrative purposes?—Only for adminstrative purposes.

7446. Practically they are the same defect?—Yes.

7447. With no hard and fast line between them?—No hard and fast line.

7448. Are you satisfied with Dr. Mercier's definition of feeble-mindedness as distinguished from imbecility? You will find it in his book, and you will see it in the College of Physicians' statement?—Yes, I am satisfied with that as a general working definition. It is very similar to my own definition.

7449. Do you think the test of earning one's livelihood is a suitable test to take with a feeble-minded child of seven years old?—I think it is a very good test.

7450. Have you ever heard of a child seven years old capable of earning its living?—No.

7451. It is a non-existent condition?—I do not know that you would necessarily separate them at that age.

7452. But that is the whole point, is it not?—I think it is quite possible to say, even at the age of seven, with a certain degree of probability, whether a child would be able to earn his living or whether he would not (you could not be absolutely certain until you tried him) just as it is possible to differentiate between idiocy and the normal condition at a much earlier age than seven years.

7453. You have seen the so-called feeble-minded class in the homes in London?—I have seen some of them.

7454. And you know them intimately at Darenth?—Yes.

7455. You are aware of the overlapping?—Between the feeble-minded and the imbecile—certainly.

7456. There are worse cases in some of the private homes than the best class at Darenth?—I think there are.

7457. In your statement you altogether excluded any reference to acquired mental defect?—Ten per cent. I find due to that.

7458. I am not talking about congenital, or early infantile, cases—the acquired cases of secondary dementia?—I was simply speaking of amentia here.

7459. That is part of our subject before the Commission?—I did not know that; I have excluded dements on that account.

7460. You are strongly in favour of two authorities to deal with these congenitally defective classes?—Yes, I am.

7461. Your reason is that you want more liberty given to the second authority that looks after the matter?—I do not know about more liberty, but I think that for such a class, so entirely different in many ways, and a class whose energies you can utilise to a certain extent, it would be better to have an independent authority, composed of doctors having a special knowledge of their condition.

7462. You say that, although the conditions are simply defects from disease?—I am not speaking of independent authorities for the three grades of mental defect; but of the condition of amentia opposed to lunacy—I thought that was the question.

7463. You divide the feeble-minded from the rest of the aments, and say the feeble-minded should be under a different authority from the other aments?—No, I do not think I say that; that is not my meaning.

7464. Your meaning is, you would separate all persons of unsound mind—to use a comprehensive term—into congenital and acquired, practically?—My meaning is, I would separate all persons of unsound mind into two classes: the lunatics under the present Commissioners, and the aments, and possibly the dements, under a special Commission on similar lines.

7465. Why would you separate lunacy into acquired lunacy and congenital lunacy? Leave aside the educational age; take two cases age thirty; one suffers from congenital defect, the other from acquired defect: Why put them into different institutions?—Because I think, as a class, they require different treatment. The one requires rather elaborate safeguards to prevent him from injuring himself, or injuring others; the other is not dangerous in the ordinary way and a certain amount of work can be got out of him.

7466. Do you assume that all lunatics are dangerous? The vast majority of asylum patients are not?—A large number of them are. They are too dangerous to be at large.

7467. They are detained for other purposes as well as the danger?—A certain number of them are harmless certainly.

7468. The majority?—I do not know that I should say the majority, if you exclude dements.

7469. Including the dements?—But I should put dements with aments, excluding those; the ordinary cases of insanity are what I am here referring to.

7470. To the dements you would add, "harmless"?—Yes.

7471. To the congenital cases?—Yes; but I think the remainder—the pure cases of insanity—require an entirely different form of treatment.

7472. We might restrict it further. You would leave to the Lunacy Commissioners dangerous insanity and acute insanity?—Yes.

7473. And put the chronic and harmless insanity and congenital insanity under a separate authority?—I think that would cover it.

7474. You have made an elaborate study of the causes of imbecility or amentia, if you prefer that term, and based certain conclusions on it. The first is that a very large proportion of aments show an hereditary history of some mental defect?—Yes.

7475. Then you come on to the question of phthisis and alcohol as the causes. You have put it down as 6 per cent, Are you satisfied that the number of observations is sufficient to warrant that statement?—Phthisis and alcohol, pure and simple, are the causes there. They are the only cause in 6 per cent. of cases.

7476. You have looked into the matter of statistical science, have you not; you are aware of the error of paucity of observations?—Yes.

7477. Do you think that finding nine cases out of 150 is sufficient to warrant a statement that 6 per cent. are due to alcohol?—I am simply speaking of my cases—6 per cent. of those.

7478. If you say nine out of 150 no one would take objection, but I do not think there is enough to warrant the statement that 6 per cent. of cases are due to that?—I did not wish to speak of 6 per cent. of the whole class. I simply reduced all these tables to percentages, because it was more convenient for referring to them; it means 6 per cent. of my 150 patients.

7479. (*Chairman.*) You stated that at the top of the table "Analysis of the ascertained causes of 150 cases of amentia."

7480. (*Dr. Dunlop.*) 1·5 per cent. of 150 is a figure I could not quite follow; it looks as if you had found an odd number—2¼ individuals for alcoholism alone?—Yes; of course in working out small numbers I took the nearest decimal place.

7481. You do not mean to state that 6 per cent. of imbecility is due to phthisis and alcoholism?—No, I mean 6 per cent. of the cases I examined. I state that here. But I should like to point out that although in 6 per cent. of my cases no other cause than phthisis and alcohol is discoverable that figure by no means represent the total incidence of those factors since they also occur in combination with neuropathic heredity. I have referred to this in Tables IV., V., and VI.

7482. To obviate these secondary causes—what you put down as secondary causes, phthisis and alcoholism—you advise the teaching of hygiene in schools?—Yes.

7483. Do you think that is a practical measure?—Yes.

7484. Do you think children of twelve and fourteen will appreciate it?—I think they will appreciate it to some extent. I do not think it is sufficient, because many of them would forget about it. I think if that were accompanied by night classes or instruction after that age, more good would result—instruction later on.

7485. In fact children of twelve to fourteen could hardly appreciate it?—Quite so. As a matter of fact, I am in favour of a system of house-to-house visitation. I think that by this means instruction in practical hygiene might be given to the poorer classes which would be of great utility.

7486. Regarding the heredity, you give an elaborate table on page 399 of 150 families that you have studied?—Yes.

7487. The figures do not indicate the off-spring of feeble-minded persons, do they?—A few of the parents of these children were feeble-minded; the majority were insane.

7488. Of the 150. It is not a table showing the off-spring of 300 feeble-minded parents, is it?—No, this is a table showing the brothers and sisters of 150 patients.

7489. But that is not the offspring of the patients?—No, it is quite another matter.

7490. What conclusion do you get from these figures?—That is meant to show the fact that such a large proportion of them are socially unsatisfactory. I mean to say there are not only 150 children suffering from amentia, but many of their brothers and sisters suffer from mental defect as well, or else are so physically defective that they are not satisfactory citizens. Even at the parents' valuation there are only one-third who can be considered, satisfactory. That is the chief inference I drew from that.

7491. The death rate you indicate here is surprisingly small, is it not?—315.

7492. The total deaths under twenty amount to 290?—I think that is a pretty large mortality.

7493. If you compare it with the normal?—Yes; I forget what it is now, but I compared it with that, and it struck me as being rather large. But, in considering the unsatisfactory total, account must be taken of those diseased in body and mind, also of those born dead, as well as of this 315. Altogether they total up to 813 out of 1,239.

7494. As a fact, it is rather less than the latest published life tables. You are not prepared to talk about the acquired cases at all?—You mean insanity?

7495. Yes?—I have made no statement because I did not know that came within the scope of the Commission.

7496. There is one class you may give us the benefit of your experience on; cases sent from prisons to asylums. Have you come across many of those?—No; most of those go to the criminal asylums. I have nothing to do with them.

7497. But you have a county asylum?—Yes, we had a few at the Northumberland County Asylum.

7498. Did you keep them?—They were kept with the ordinary lunatics.

7499. Do you think that course is objectionable?—I never saw any reason to object.

7500. (*Dr. Needham.*) As to the new proposed Commission, and handing over idiots, imbeciles and feeble-minded to it, do you not think it would be rather a mistake to mix up the actual idiots and actual imbeciles with the feeble-minded? Is not it rather desirable that the feeble-minded should be kept entirely separate, so that you may avoid, as far as possible, attaching to them what is called the "stigma" of insanity?—The feeble-minded would only come under the Commission at the end of their school curriculum. I think I say that. The Commissioners would have nothing to do with the ordinary education.

7501. I understand that. Is it desirable that you should mix them up with the actually insane; even idiots and imbeciles. Would it not be desirable to keep them separate, so as to avoid the stigma of insanity?—To keep them entirely apart?

7502. I mean as regards the Commission which has to deal with them?—I think if it were a separate Commission it would tend to keep them apart from cases of insanity,

7503. But if you associate with the feeble-minded the idiots and imbeciles who are practically insane although not lunatic, would not that rather attach the stigma of lunacy to the feeble-minded, and would not it make it more difficult to get control of the feeble-minded, with the approbation of the public?—I do not think so. The only alternative would be to have a third Commission, one to deal with lunatics, one with the imbeciles and idiots, and one with the feeble-minded. I think there is no need for that and that two permanent Commissions would be quite enough.

7504. As to the certificate; do you not think a certificate with reference to these feeble-minded people would be sufficient without going to a magistrate at all? Would it not be sufficient to have a certificate similar to that which is in use in reference to the idiot asylums for the feeble-minded, simply stating they are feeble-minded and unable to take care of themselves and require care. It is sufficient in the case of the idiots; would it be sufficient in the case of the feeble-minded?—It would be sufficient, yes; or, as I think I answered Mr. Loch, the addition of the words, "Or suffering from mental defect," to the Idiots Act would cover that. I think however that, as under this Act a magistrates's order is not necessary, it would be necessary to safeguard what is called the "liberty of the subject" in some way. I think this would be obtained if the new Commission were to act as a committing authority—similar to the judicial authority of the Lunacy Act—in the way I suggested.

7505. (*Mrs. Pinsent.*) One or two questions about the two Amendments you have suggested in the Defective

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and Epileptic Children Act; as to whether it should be made compulsory. I see you recommend that, where found necessary, children should be kept until eighteen and possibly till twenty years old?—Yes.

7506. I presume you mean in a day school?—Or a boarding school.

7507. But you did mean in a day school for some of the cases?—Certainly.

7508. There is already a tremendous difficulty in keeping these children, even until the age of sixteen, for which we have powers at present?—Yes.

7509. Do you think it is at all probable we should be able to detain them against the parents, wishes in day schools until eighteen or twenty?—There would be a difficulty in some cases, but it seems to me it would give a measure of control which is very much wanted.

7510. No doubt it would be very beneficial if it could be done, but judging from one's experience it is exactly the cases one would wish to retain in a day school that are taken by the parents and sent to work at fourteen. It is found impossible to get them back because they probably earn 5s. a week and the fine only amounts to 2s. 6d.?—Quite so.

7511. Would you say that in itself would constitute an argument for that child being removed to a boarding school where the necessary training could be given without any interruption?—I think it does. I think in the event of any difficulty being found in compelling a child's attendance at a day school, then you should remove such a one to a boarding school; I think that is an additional argument for obtaining powers of compelling attendance at boarding schools.

7512. With regard to the boarding schools, I should like to ask whether you would make it compulsory on the education authority to provide a certain amount of boarding school accommodation?—Yes, I would.

7513. In view of the extreme difficulty there has been in making education authorities take up this Act at all; unless it were made compulsory you would think very few boarding schools would be provided?—I do not think any would be provided, unless it were made compulsory.

7514. Just one question with regard to what you were saying to Mr. Loch about the teaching of hygiene and special subjects in school and the good it would do; do you think that, unless it were continued after the school age, fourteen, it would be much material benefit to the future mothers and future fathers?—No, I do not think it would. I think there ought to be further instruction, and possibly house-to-house visitation. That, I think, would be the best form of giving the instruction. There are a good many difficulties in the way of that, but I think that would be the best means.

7515. You would say, however, even if the code was altered to include those subjects, and however well taught they were, it is probable that without some further instruction it would all be forgotten?—I would not say it would all be forgotten because I have very often talked with children who have been in schools wherethis has been taught, and I am sure they have more knowledge of it than the child who has not been instructed in hygiene. I do not think it is wasted. I think it does some good. But I think, to get the maximum amount of good, you would have to supplement that with further teaching after they leave school and with house-to-house visitation.

7516. (*Mr. Hobhouse.*) With regard to this Home at Littleton of which you are physician; is it a private Home?—Yes.

7517. Has it been long in existence?—About three years. It is a home which was started by Miss Townshend.

7518. Could you tell us from your own experience what acreage is necessary? Could you give us any percentage of acreage to number of children or defective adults?—It would entirely depend upon the nature of the work. A farm colony would want very much more than an industrial colony. It would entirely depend on the nature of the work done by the children; they might do market gardening, or poultry farming, or fruit farming.

7519. Would you recommend that at every colony there should be an admixture of pursuits?—Yes.

7520. Could you tell me what amount of ground would be necessary in your opinion per 100 children or 100 adults?—I am afraid I could not tell you that. It is not a point I have specially gone into.

7521. You could give us no clue at all?—No, I am afraid not.

7522. (*Mr. Loch.*) I wanted to ask whether you could make any suggestion for carrying out such an idea as you have put before us of preventing this kind of trouble by visiting. Have you thought of it as connected with the Medical Officer of Health, or in any other relation, or connected with the homes of the children after they leave, and connected with the continuance of their education?—As far as I have formed any opinion, the best results would be obtained by teaching hygiene in the schools, by supplementing that by night classes, and then by a series of carefully chosen people to go round from house to house and tell them how to feed their babies and observe the laws of health.

7523. Would you link that to your education?—I would call it part of the education system. I do not think it could be included in the duties of the education authorities.

7524. Is it your idea to supplement the older educational teaching?—Yes.

7525. With regard to the number of those who come under the broad term "defective" have you any suggestion to make by which enquiries could be made which would bring us a little more nearly to the facts of the case? It is clear that it is difficult to define the term from the point of view of different observers, but do you think it would be possible to make an investigation as to any town, or a part of London, or anything of that kind, which would bring to light, more or less, the number of these people?—Yes, I think such would be possible. It would mean an enquiry of all the workhouses, and the lunatic asylums, and large employers of labour, and various Homes. I think it could be done. I think you would get more accurate results than you have now.

7526. Would you put it into the hands of two or three experts with such aid as might be necessary?—Yes, that would be the only way to do it.

7527. They would have to see each person?—Yes, about whom there was any doubt.

7528. Practically would it not mean that the Commission somehow would have to see every person?—Yes, they would have to be seen by someone.

7529. It would not be a census by a person who did not understand?—I do not think he would have to see the persons confined in asylums; those at large.

7530. I am speaking of those who are defective and about whom there might be a question?—He would have to see those.

7531. Do you think such a scheme would be feasible?—It would be very difficult, but I think it would be possible to carry it out.

7532. (*Dr. Needham.*) With respect to the question asked by Mr. Hobhouse, you were, I think, Assistant Medical Officer to the Northumberland Asylum for some time?—Yes.

7533. I suppose you are aware that the amount of land considered advisable for lunatics in asylums is an acre to every ten patients?—Yes.

7534. (*Mr. Hobhouse.*) Would that be any indication as to the amount wanted for feeble-minded persons?—I think feeble-minded persons would want more, for the simple reason that in the case of lunatics a comparatively small number of them would be able to do outdoor work. A good deal of this is airing room. It is not actually taken up in work. I was aware of the acreage for lunatics but I never worked it out with regard to aments and I do not like to give any opinion.

7535. Have you experience which would enable you to work out a Table?—I am afraid I have not sufficient experience.

TWENTY-FIRST DAY.

Friday, 23rd June, 1905.

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
F. NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M., (*Secretary*)
E. A. H. JAY, Esq., M.A., LL.B., (*Assistant Secretary.*)

ARTHUR ACLAND ALLEN, Esq., called; and Examined.

7536. (*Chairman.*) You are Chairman of the Special Schools Committee of the London County Council?—Yes.

7537. You have been so good as to put in a statement of evidence on behalf of that Committee. Will you be willing that we should put that on our notes as part of the evidence?—Yes.

STATEMENT OF EVIDENCE OF ARTHUR ACLAND ALLEN, ESQ., ON BEHALF OF THE LONDON COUNTY COUNCIL.

Arthur Acland Allen will state as follows:—

That he is Chairman of the Special Schools Committee of the London County Council.

That he deals with the subject of the reference to the Commission so far as it relates to feeble-minded children. That these come under the cognisance of the Council in its capacity as the local education authority for London.

That he desires to place before the Commission an outline of the Council's experience in this matter.

That evidence in further detail will be offered by the Hon. Maude Lawrence who occupies the Vice-Chair of his Committee and who for some years presided over the similar Committee of the late London School Board.

That he has also requested Dr. Kerr, the Council's Assistant Medical Officer, who deals especially with educational matters, and Mrs. Burgwin, the Superintendent of the Council's special schools, to lay before the Commission in fuller detail matters which come within the special branches of their particular work.

Witness would at the outset desire to make it clear to the Commission that the evidence given on behalf of the Council, except in so far as it relates to action actually taken by the London School Board or the Council, and to projects which have already been sanctioned by the Council, is put forward merely in the form of suggestions for the consideration of the Commission, and that it must not be held to commit the Council to any definite course of action.

That he desires to address his evidence to the following heads:—

(1) Powers of and special provisions made in London for the education of feeble-minded children;
(2) Existing difficulties and remedies suggested.

EXISTING POWERS AND SPECIAL PROVISION MADE IN LONDON FOR THE EDUCATION OF FEEBLE-MINDED CHILDREN.

That so far as the education authority is concerned children are divided by the Legislature into three classes.

(1) Normal;
(2) Children capable of education by special classes; and
(3) Idiots and imbeciles.

(1) *Normal Children.*

That this class does not enter into the subject matter of this enquiry beyond that it may be stated that it is often a matter of considerable difficulty to say just where the line should be drawn between this and the next class, which difficulty might be lessened if further powers such as Witness indicates later were in existence.

(2) *Children Suitable for Education in Special Class.*

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That this class of child has received very careful attention in London. That the late School Board for London, even before any attempts were made to deal specially with such cases by legislation, taking the view that the Education Act, 1870, placed on them the duty of dealing with *all* educable children made so early as 1872 special provision for teaching blind and deaf children. That although such work had the formal sanction of the Education Department, no grant was received for such children till 1890, when, on strong representations made by the School Board to the Education Department, the concession of the recognition of the School Board's blind and deaf classes for grant was obtained.

That it should perhaps be mentioned here that ever since 1834 the Poor Law Guardians had possessed, under Section 56 of the Poor Law Amendment Act, 1834*, *permissive* power to teach and maintain blind and deaf children and that without pauperising the parents.

That it was not until 1st January, 1894, when the Elementary Education (Blind and Deaf Children) Act, 1893, came into force, that better provision was made by law for the elementary education of blind and deaf children. That the Act of 1893 repealed these powers of the guardians except as regards pauper children.

That the 1893 Act further *compelled* every school authority to provide suitable education for blind and deaf children resident within their districts in some school certified by the Education Department as suitable for providing such education, and also made it obligatory upon parents to cause blind and deaf children from the ages, as regards blind, of from five to sixteen, and deaf, of from seven to sixteen years, to attend the schools.

That the Act further *enabled* the school authority to provide residential as well as day schools for the deaf and blind children, and to pay for guides for, and the travelling of such children to and from the school.

That the School Board at once availed itself fully of the Act, and, to state it briefly, they established ten teaching centres for blind children with accommodation for 271 children, and seventeen centres for deaf children, with accommodation for 804 children.

* Section 56 of the Act of 1834 (4 and 5 Will. IV., c. 76) is as follows:—

"From and after the passing of this Act all relief given "to or on account of the wife, or to or on account of any "child or children under the age of 16, not being blind "or deaf and dumb, shall be considered as given to the "husband of such wife, or to the father of such "child or children as the case may be, and any "relief given to or on account of any child or "children under the age of 16 of any widow, shall be "considered as given to such widow; provided always "that nothing herein contained shall discharge the father "and grandfather, mother and grandmother of any poor "child from their liability to relieve and maintain such "poor child in pursuance of the provisions of a certain "act of Parliament passed in the forty-third year of the "reign of Her late Majesty Queen Elizabeth, intituled "An Act for the Relief of the Poor.'"

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They also, to provide for children who resided far from such centres and for cases which could be better dealt with in residential schools, established three residential schools for blind scholars:—

(1) Linden Lodge, Wandsworth, for boys, with accommodation for forty boys.

(2) Elm Court, Tulse Hill, for girls, with accommodation for forty-five girls.

(3) Stormont House, for boys who are also mentally defective.

and established two residential schools for deaf children:—

(1) Anerley, with accommodation for sixty boys.

(2) Homerton, with accommodation for fifty boys and girls who are also mentally defective.

Another residential school for deaf girls is in course of establishment at Oak Lodge, Clapham Common.

That it had, however, before the passing of the 1893 Act, been clear to the School Board that in addition to these children who were physically defective from blindness and deafness, there still was a large class of defective children capable of education by special means which the Act of 1893 had left untouched, viz.:—

(1) Children otherwise physically defective than from blindness or deafness; and especially

(2) Children not being imbecile, who are so mentally defective as to be incapable of receiving proper benefit from the instruction in the ordinary public elementary schools.

(3) Epileptic children.

That it may be stated that in January, 1888, the reference to the Commission on the Blind was especially enlarged so as to include "the deaf and the dumb as well as such other cases as from special circumstances would seem to require exceptional methods of education," and evidence was given before, and recommendations made by, that Commission dealing with feeble-minded children.

That in March, 1891, the School Board resolved to establish special schools for children who by reason of *physical* defect could not be taught "in ordinary standards or by ordinary methods," and opened their first two schools for such children in July, 1892.

That these schools were sanctioned by the Education Department, ranking for grant purposes as ordinary infant schools.

That as a result of their experience in these schools the School Board in 1894, and again in 1896, pressed upon the Education Department the need of special legislation as to the education of defective and epileptic children.

That this led to the appointment of the recent Departmental Committee on Defective and Epileptic Children, from whose report in 1898 arose the Elementary Education (Defective and Epileptic Children) Act, 1899.

That this Act is permissive and not obligatory.

That it does not compel a school authority to provide for the education of such children, but that it permits it to do so by all or any of the following means:—

(*a*) By providing classes in public elementary schools certified by the Education Department as special classes; or

(*b*) By boarding children out, subject to the regulations of the Education Department in houses conveniently near to a certified special class or school.

(*c*) By establishing day or residential schools certified by the Education Department for defective children.

That the School Board at once provided under this Act further special facilities for the mentally defective children and for the physically defective (otherwise than blind or deaf).

That the Council now has ninety-two such schools, viz.:—

(*a*) Seventy-five for the *mentally* defective, accommodating 4,446 children, the average attendance being 3,645.*

(*b*) Seventeen for the *physically* defective, accommodating 1,003 children, the average attendance being 893.

That these ninety-two are day schools, but that, following the method adopted in the case of the blind and deaf children, it was decided by the late School Board to provide two kinds of residential accommodation for the defectives, also, viz.:—

(1) *Residential Houses* for such as it is desirable to remove from their parents and yet are cases not excluded from attendance at certified day special schools.

That two such houses are now being provided—one for boys and one for girls.

(2) *Custodial Institutions* for those children whose habits and lack of moral sense make it desirable to separate from other children.

The principle is now under the consideration of the Special Schools Committee with a view of advising the Council in this matter.

That a further step was taken by the School Board by opening what may be termed "training schools" for elder mentally defective boys, where special manual instruction is provided during their last three or four years of education.

That three such training schools have been opened.

Epileptics.

That this class includes children who, not being idiots or imbecile, are yet unfit by reason of severe epilepsy to attend the ordinary public elementary schools.

That the Act of 1899, Section 2, empowers, but does not make it obligatory upon, a school authority which has ascertained that there are in its district epileptic children, to make provision for the education of such children in schools certified by the Education Department.

That this again may be (1) by special classes; (2) by boarding out; and (3) by residential schools.

That Sub-section 6 of the same Section limited the residential establishment which the Education Authority were empowered to provide for such children to not more than four Homes for fifteen children each.

That the London School Board on the passing of the Act instituted a medical examination of epileptic children in London who were found to number 260.

That this number would have required five establishments and this, in the opinion of the Board, was prohibitive in regard to effective and economical working, and consequently the Board was unable then to take further steps as regards epileptic children.

That by the Elementary Education Amendment Act, 1903 (a short two-clause Act dealing only with this point), the Act of 1899 was amended in regard to this limitation, by enacting that the Board of Education may make rules for certifying any such establishment, although it may be established for boarding and lodging in more than four buildings for fifteen children each.

This amending Act has removed the difficulty that existed in regard to epileptic children, and the matter is now engaging the attention of the Council with a view to the early provision of the necessary special establishments.

Imbeciles and Idiots.

That this class is composed of children not capable of receiving proper benefit from instruction either in ordinary or in special schools.

That in Witness's opinion the saddest case is this class of children, inasmuch as neither the Education Acts nor any other Act make any provision whatever which must secure the care of them.

That when once they are, as the result of a medical examination, rejected as imbeciles, the education authority has no further cognizance of them. They are totally ignored so far as the education authority is concerned. It should, however, be stated that before the Departmental Committee on Defective and Epileptic Children, 1897, Mr. Mann, the Clerk to the Metropolitan Asylums Board, stated that some of the children in the Darenth Schools of that Board were capable of receiving some education.

That it seems that it is a mere chance whether they are even cared for as lunatics.

That it seems in many cases they are left without any special care whatever to grow up and mix in the world as freely as normal persons.

That some evidence will be given from the asylums side of the Council's service as to the manner in which they are dealt with later in life, when they perhaps chance to come within the Council's asylums.

That witness suggests that it is wrong both to the children themselves and to the community that when once the school doors are closed to them, as they are bound to be when once they are rejected as imbeciles, there should be no system by which they are, as a matter of course, taken care of and benefited so far as possible.

* These figures were subsequently corrected by the witness in order to bring them up to date.

That Dr. Kerr and Mrs. Burgwin, in particular, have, at witness's request, prepared detailed evidence showing the evils attendant upon the present want of care of this class.

That witness would respectfully draw the special attention of the Commission to this portion of the subject referred to their consideration, and ventures to express the hope that special enquiry may be made on the subject which is only within the witness's official knowledge to the limited extent that he knows that educationally the Council has no power to help in such cases, and that he understands that, except so far as a case may come under the Lunacy Act (as he gathers many cases do not), it is neither the duty nor within the power of any authority to do so.

EXISTING DIFFICULTIES AND REMEDIES SUGGESTED.

Difficulties.

That in witness's view, the main difficulties in dealing with defective children from an educational point of view are:—

1. That the Act of 1899 is not compulsory on the school authority. That there is no public safeguard, therefore, that even such help as it gives is uniformly taken advantage of throughout the Kingdom.

2. That there is no power to remove into residential institutions blind or deaf or mentally defective children who ought to be in such institutions, if their parents object. That the liability of the parents to contribute to the children's maintenance in such institutions Section 9 of the 1893 Act and Section 8 of the 1899 Act no doubt often causes the objection.

3. That there is no power to carry on the education or, what is much worse, to have any kind of supervision over the mentally defective, after they attain the age of sixteen.

That witness would point out that this means that a feeble-minded child who is known to be of feeble intellect and on whom the State has under special legislative enactment in that behalf spent large amounts of money, and to whom it has given special and peculiar care, is at sixteen let out into the world to take its chance in the struggle for existence, just as if it were of normal intellect.

That the irony of such a proceeding need not be pointed out.

That witness believes the Commission will have before it some very typical instances of the evil consequences which follow, often landing in lunatic asylums, and, what is worse, in prison, and in shame and misery people whom the State recognised when young as of feeble intellect and after sixteen treats as a full intellect and sometimes even punishes accordingly.

4. That any mentally defective child practically becomes entirely outside the scope of the education authority if *any* medical practitioner certifies that it is unfit to attend school, as this would be a "reasonable excuse" within Section 74 of the 1870 Act, and on the other hand, medical men sometimes certify as sound-minded children rejected by the school medical officer as imbecile.

That, without wishing to cast the least reflection on the profession, witness suggests that a special medical study and experience of such children, and, indeed, a special knowledge of special school methods is needed to enable a medical man to pronounce authoritatively on such a subject.

That great difficulties and sometimes, witness thinks, great hardship to the child results in consequence, as it has not even the chance in the one case of seeing what special schools might do for it.

5. That there is a total lack of provision for imbecile children, of whom 454 are certified to be in London alone.

Remedies Suggested.

1. That the Act of 1899 should be made compulsory on all school authorities.

2. That there should be only one authority for *all* school children of school age within each area.

3. That there should be compulsory powers to educate such feeble-minded children as are unsuitable for day centres in residential Homes.

4. That statutory powers should be given to continue (when desirable) the education in day centres of feeble-minded children until the age of eighteen.

5. That it should be compulsory on some authority to make provision for the care and instruction of imbeciles.

That witness feels that in the case of such feeble-minded children as are unfit to go out into the world some better provision is needed for the care of them after they have passed school age.

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That witness puts forward these suggestions Nos. 4 and 5 rather tentatively.

That he feels very strongly that the evils referred to ought to be dealt with but that he also feels that the cost involved in the establishment of necessary institutions (although possibly they would in the end be of not only great social advantage to posterity, but also an actual saving of expense incurred by the later care in asylums, prisons and other public institutions, of persons who have been known as feeble-minded children and of their descendants) is a matter involving large financial considerations, and involving the collecting of much information as to the amount of accommodation needed, and the exact character of the various institutions which would best meet present needs, and the medical examinations and other safeguards to be adopted before any satisfactory suggestions could be made.

That witness therefore wishes the suggestions treated as his own and not those of the London County Council. That he cannot commit the Council to so large a matter. That he feels that the Council has not the material before it at present to properly consider the matter.

That witness, however, thought it right to bring the matter forward as one for investigation, in the hope that the Commission might be able to elicit such information as would enable a careful consideration to be given to the matter.

The witness, however, would point out that the Council is now the Lunacy Authority for London, and that, as a matter of fact, it does thus have the care in later life, of persons of whom it will have previously had the care as feeble-minded children, but who have been out in the world in the interval with results which will be spoken to by the asylums branch of the Council's services.

6. Provisions should be made for securing proper and uniform medical examination of the mentally defective:—

(i.) Prior to admission to the special schools.

(ii.) During school life, with a view of proper classification

(iii.) At the close of school life, with a view to the further care of such defectives.

7. That each school authority should be compelled to appoint (in smaller places if needed in combination with other such places) a medical officer specially experienced in feeble-minded children, and that the opinion of the education authority, on the report of their medical officer as regards the mental capacity of classification of such children, should be conclusive.

That witness desires to state that he has only attempted to indicate briefly and broadly the matters to which the Council desire to draw the attention of the Commission.

That other witnesses with special and expert knowledge of the various matters suggested will give the result of their personal experience and conclusions before the Commission.

That witness would only add that the Council desire to give any assistance they can to the Commission, and will gladly furnish any further details or information in its power which it may be asked for.

7538. (*Mr. Byrne.*) What are the views of your authority on the subject of the making of provision for sane epileptics? Have the County Council, as an Education Authority or otherwise, ever passed a resolution or considered the question as to provision for sane epileptics, either young or adult?—The County Council has not done anything in the matter, but it is before my sub-committee—the provision of accommodation for sane epileptic children.

7539. As an education authority?—Yes.

7540. Have they ever considered it as a County Council, as to whether it is desirable for them to have powers either to contribute to existing institutions for sane epileptics or to start such themselves?—No, that has not been done so far as I am aware. I am representing the educational part of the work. So far as I am aware, since I have been on the County Council, no resolution has been passed dealing with the provision of accommodation for sane epileptics. But the question of sane epileptic children is before my sub-committee. We are looking about, seeing whether we can make some arrangement, either with some outside body or for providing accommodation ourselves. When we have the scheme com-

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plete in our minds we intend to approach the County Council and ask them to agree to provide accommodation either themselves or by agreement with some other body, for sane epileptic children.

7541. On the Education Committee you are no doubt familiar with the reformatory and industrial school system by which large numbers of schools are maintained, some by the local authority, others by institutions or individuals or Boards of Management?—They are under my sub-committee.

7542. If the provision has to be made for a long detention of the children of the class you are referring to in your memorandum, would you think it advisable that any such system should include some of the features of the reformatory school system, namely, that individual philanthropic effort should be encouraged to start them, and local authorities should have power to send children to such schools and contribute towards their maintenance. Would you think that a desirable addition to the giving of powers to local authorities to do it themselves?—I think so, on the whole.

7543. It has worked satisfactorily as regards reformatory and industrial schools?—As regards the industrial schools, certainly; as regards reformatories, I cannot speak so clearly. We are perfectly satisfied with the great bulk of the industrial schools to which we send our children.

Vide page 413 (col. 1.)

7544. (*Dr. Donkin.*) Under the head of "Remedies Suggested" you say, "Statutory powers should be given to continue (when desirable) the education, in day centres, of feeble-minded children." In No. 5 you say, "That it should be compulsory on some authority to make provision for the care and instruction of the imbeciles." Does that mean imbeciles, excluding what you call feeble-minded children?—That means children who are excluded from the special schools because they are imbeciles. Children who are imbeciles are not admitted into our special schools.

7545. But it is thought desirable to have further authority for the instruction of imbeciles?—For the care and instruction, so far as they are capable of instruction. Some imbeciles, I understand, are improvable. The main thing at the present moment is that the bulk of the imbecile children are not provided for, I understand, by any authority. They are excluded from our schools, and there is no other authority which necessarily has the care of them. That seems to me to be a gap. Those imbecile children are not provided for at all, and are in many cases running loose in the streets.

7546. That was meant to exclude the class of children who are imbeciles?—Imbeciles as opposed to feeble-minded children.

7547. Imbeciles who are capable of some instruction?—Yes, but not so capable of instruction as to be suitable for the special schools.

7548. (*Mr. Dickinson.*) In your historical account, especially with regard to the blind and deaf schools, it seems the provision for the blind and deaf children authorised by the Education Committee was not made until they had been pressed to do it by the London School Board?—That was my information.

7549. And that seems to be the same in 1894 with regard to these defective children. It seems to have originated with the authorities who had been actually carrying out the education rather than with the Board of Education?—That is the account I had had of it.

7550. With regard to the first portion, the blind and deaf children, you have got residential homes for these children. What process of selection is gone through to settle as to what children shall go to these residential schools?—The idea is that so far as possible every blind and deaf child should finish its education in these residential homes, that the education should be carried to a certain degree, so far as is possible, in the day school, and that then special trade instruction should be given in the residential schools. The schools for the deaf girls is not open yet; that will be open very shortly. The school for the deaf boys has been open for two or three years and has been extraordinarily successful in fitting the boys for obtaining situations. Out of fifty-four boys who have left the Anerley Deaf School forty-nine were reported as in regular work. So far as possible, we hope that every blind and deaf child will be able in future to complete his education, either as a day scholar or a residential scholar, at one of the schools where special trade instruction is given.

7551. I see, on the point of residential schools, first of all those are children who are discovered by means of the visitors?—They are the children who have been attending the day centres.

7552. They have attended the day centres for blind and deaf children?—Yes, then they are drafted on to the residential trade school to finish their education.

7553. Is any inquiry made into the position of the parents?—Yes, a charge is made to the parents in accordance with the means of the parents; what we think the parent is able to pay. The Divisional Superintendent through the visitors makes inquiries as to the means of the parent. Then I have all the facts before me, and I settle, subject to confirmation of my sub-Committee, to the best of my ability what I think, having regard to all the circumstances of the case, he is able to contribute for the support of those children.

7554. I suppose a certain number of children are medically treated?—A certain number. I should say in nearly all cases some payment or other is made. The difficulty we have with regard to the question of payment is this: that we have no power to enforce attendance at these residential schools; we have only power to enforce attendance at a school—I forget the exact wording of the Act—but as long as a parent can show a similar education is being given elsewhere at a deaf school we have no power to enforce attendance at a residential school. If I, in going through the cases, fix the parent's contribution at 2*s.* 6*d.*, and the parent thinks it is a good deal more than he ought to contribute, he simply refuses to allow his child to attend the school.

7555. He cannot refuse to send a child on the plea that it is an ordinary elementary school?—He can refuse to send it to a residential school on the plea that there is a blind day school where education can be given.

7556. Can you give us the minima and maxima charges you make?—In certain cases it runs up to 5*s.* a week; in no case more than that. As a rule it is from 1*s.* to 2*s.* 6*d.* a week. In some cases, if it is a widow, you would charge nothing at all.

7557. What is your experience as regards the success in inducing parents to allow their blind and deaf children to go into the residential schools? Do you find it difficult in many cases?—No. I can only remember three cases at Anerley where there has been a difficulty. There are one or two cases at Homerton, which is for mentally defective deaf boys. The difficulty is getting less as the parents get to know the residential schools. We endeavour to get the parents to come and see them. The difficulty gets less and the parents are more willing to send children to them

7558. Do you think the same fact would operate with regard to mentally defective children? Would the parents be equally willing to send a feeble-minded child to a residential school?—I am not clear that they would. I think there is more difficulty in getting children to a mentally defective school than to the ordinary blind or deaf school.

7559. The parents feel the need in the case of a blind or deaf child?—And do not feel it so much for a mentally defective child; and the parent is apt to feel it rather more as a reflection on the child than he does in the case of a blind or a deaf child. At Rastell Avenue, which is much smaller than any other residential school, we have had three or four cases where we have had a great deal of difficulty with parents. In one case a parent was only willing to allow the child to remain in case we made no charge.

7560. What is Rastell Avenue?—Rastell Avenue School is a Home for mentally defective girls—a residential Home.

7561. What difficulty was it?—It is to some extent a pecuniary difficulty. Parents say they are not going to pay. In other cases they object to having the children taken away, and put into the school there.

7562. I suppose the payment you require from the parent of a mentally defective child is not the same as you require from the parent of a blind or a deaf child?—Yes, it is based on the same principle.

7563. The cost is very different ?—I do not know that it is. We have not had quite sufficient experience of schools of similar size, but I do not think, so far, we have found the cost any less at mentally defective schools.

7564. I was under the impression that the blind and deaf required more teaching ?—We have had a very bad experience with regard to residential schools for defectives. The only residential school for defective children we have open is the one at Rastell Avenue. That was a most unsuitable building which the County Council inherited from the School Board. It consisted of three semi-detached villas with no playing space except the ordinary backyards, and the rooms were very small. Therefore supervision was very difficult. A very large staff was required and it was very dangerous in case of fire. The Fire Brigade Committee told us we were not to use the top rooms unless we made expensive alterations. There the expense has been very high, but I do not consider that it is a fair trial of what a residential school for defectives can do. The other school that we are opening at Acre Lane, Brixton will, I think, be a great deal cheaper, but I do not think it will work out any less per head than the school at Anerley for deaf boys.

7565. Do you think the policy of establishing residential schools for the feeble-minded will be carried out far by the London Education Committee ?—My sub-committee are rather hesitating about the matter. We are rather waiting for the decision of the Royal Commission to see whether there is likely to be any amendment of the law. What we feel rather is that it is difficult to make a case for inducing the County Council to spend a large amount of money on establishing residential schools when we lose the children at the age of sixteen. A good many people feel that it is rather a waste of money to establish these expensive institutions, and that the education will be very largely thrown away by the fact that we no longer have any control over the children after the age of sixteen, when they go out into the world and presumably lose very largely the benefits of the education that they have had. That at the present moment has stopped the question of custodial Homes, because in my sub-committee we do not feel disposed to come forward while things are in that condition.

7566. Your view would be that, if you have these children only under your care up to sixteen, you may as well send them to special schools instead of residential Homes ?—Yes, that it is not worth while spending much more money on expensive institutions for these children if they are to go into the world at sixteen.

7567. You have tried the experiment of boarding children out in houses near special classes ?—We are trying that now with regard to deaf children.

7568. What have you done ?—I cannot give you the exact figures, I am afraid—they are in the office. Considerable numbers are boarded out at Ackmar Road, Fulham. A considerable number are boarded out to attend the residential school for mentally defective children at Homerton. It is a residential school as far as some of the children are concerned. Others are boarded out in the neighbourhood and attend at the day school. There is one at Clapham where a considerable number of boarded-out children attend.

7569. Whom do you board them out with ?—The groups of managers appoint a Boarding out Committee which inquires for and finds out suitable foster-mothers with whom to board children.

7570. Who pays for the boarding out ?—The cost of boarding out is paid by the Education Committee—by the Council—and is recovered to some extent from the parents. It is practically the same as a residential school.

7571. Is it because you have no room for a residential school ?—That is so at Homerton. That is the only school we have for mentally defective deaf children. There is no room there. We have to board them out. In the case of the deaf schools they are not of an age to go to Anerley — the boarded out children. Anerley is kept for the elder boys. These deaf children who are boarded out are of an age only to attend the ordinary day school. There happens not to be a deaf school in their immediate neighbourhood, and it is cheaper in many cases to board them out rather than build an expensive school in a district where there are very few deaf children.

7572. Of course, all these children live in London to begin with ?—Yes, with the exception of a few cases paid for by other Authorities.

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7573. You find it necessary, in order to get them in the other schools, to board them out ?—In certain cases, yes; in some cases it is a question of a very bad home; it is a good thing to take the child away from bad parents.

7574. Whether you board them out or put them into the residential Homes (the blind and the deaf) that relief to the parents does not pauperise them ?—It does not pauperise them; the parent in most cases pays.

7575. But I understand that, even if you pay the whole, it does not pauperise them ?—No.

7576. But it would with the defectives ?—I do not think so.

7577. Is not that so; I understood so from what you said here ?—With regard to the defectives at the present moment, there are some cases in which we pay the whole amount. Rastell Avenue is the only residential defective school. We board out no defective children—no purely mentally defective children are boarded out at all; that was thought by the Board not to be a suitable method of dealing with mentally defective children. They were afraid they would not be properly looked after by their foster parent.

7578. You have not done the same as the Metropolitan Asylums Board — established Homes near defective centres ?—The question of residential accommodation for defectives is really in its infancy at the present moment.

7579. You are not attempting to provide for them ?—No, that is of course one of the suggestions that is being made: for example, the Acre Lane boys will attend a centre in the neighbourhood. The Acre Lane schools are going ot be opened for residential boys; that is one of the proposals that was left by the late Board, to establish schools for children whose homes were bad, or who lived too far from any special school—to establish these Residential Homes and let them go out and attend a special school in the neighbourhood. That is one of the proposals which was left to us by the late School Board.

7580. The Acre Lane School is not only a school itself, but is going to be a residence ?—The present proposal is for Acre Lane to be merely a residence and for the children to attend a school at Telferscot Avenue.

7581. You say in your statement you have 92 day schools. Those are the special schools for the feeble-minded. Is that provision made for the whole of the children in London, or only for the children in London who are in the provided schools ?—It is not even really for all the children who are in the provided schools. I mean London is not covered yet with schools for mentally defective children. There are districts in which, so far, no provision has been made. This provision is a comparatively recent thing; it is only within the last few years. There are a good many schools on the stocks at present. There are whole districts which have hardly been touched yet.

7582. Have you any estimate as to the extent to which this number of 92 will be increased ?—I should not like to commit myself to any at the present moment; we are trying what we can do by re-arranging schools, to cut down the provision of new schools, and by paying travelling expenses of the children, to obviate the necessity. But certainly this does not accommodate anything like all the children who will eventually have to be accommodated. I should say probably another 2,000 children altogether, eventually. Since the non-provided schools have been taken over the numbers have gone up from month to month in a most surprising manner— the number of children who are certified for our special schools.

7583. How would that come about ? You get your number of defective children from the total roll ?—There was a certain advantage in putting children in the school I understand (I am not very clear as to the way the thing works); there was a certain advantage in keeping the attendance up to a certain figure, and keeping children on the roll who gave no particular trouble. That advantage, I understand, has now ceased; children are

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now coming from voluntary schools in considerable numbers.

7584. The non-provided schools are taking more trouble to send the feeble-minded to the County Council's classes?—Yes.

7585. You think you will have to provide for another 2,000 over and above the 3,000 that you have now?—Yes, I think so.

7586. With regard to the epileptics, you have taken no steps at present?—All we have done is to inquire as to where we could get a suitable site. We have a suitable site in view. We have not brought it up to the council yet. It will probably be the next thing we shall bring up to the council.

7587. That I presume will be a school for a considerable number of epileptics?—Yes.

7588. It will be a large school?—Yes, quite a large school; we shall probably provide for 120 to start with, with land sufficient to increase largely afterwards.

7589. You say, among the reasons why you have not made any considerable advance in providing residential schools for the feeble-minded, one was because you did not know what course would be taken ultimately with regard to that; have you any suggestion to make with regard to that provision—what provision do you think ought to be made?—I think that probably the bulk of the children who would go to the custodial Homes, that is the worst class of mentally defective children, probably never ought to go out into the world at all; they ought on leaving the school to be drafted into colonies where they will live without going into the world at all. The custodial Homes would take the worst class of child with whom there is no real prospect of any great improvement, and who will always be a danger to themselves and the community if they are let out into the world.

7590. Those you think the State ought to maintain in perpetuity?—Yes.

7591. One question with regard to your suggested remedies: you say in your opinion there should be one authority for all school children from school age, if not earlier. That means, I suppose, that Poor Law children should be dealt with as though they were not Poor Law children?—Yes, I think so.

7592. That is your view?—Yes.

7593. Would you give to the Education Committee the power of maintaining the Poor Law children in the way the Poor Law authority now does?—I think that is the only way of getting over the present difficulty by which certain children are maintained by one authority, some by another, and others fall between two authorities and are not dealt with at all.

7594. That would mean that the County Council would maintain all the children that had to be maintained at the public expense?—Yes.

7595. (*Dr. Dunlop.*) In your statement you have got the average attendance at these special schools, 2,480. I notice that on the roll of your mental defectives in the schools last year there were 4,191; it is a very big difference, can you explain it? Perhaps you have given us the previous year's figures?—These figures were prepared in the office; I cannot be quite certain where they came from. They certainly are exceeded now. The figures that appear there are not as large as the figures are at the present moment.

7596. They are not up-to-date?—No.

7597. Perhaps you can correct it in the proof?—Yes, I will get the latest figures, up-to-date. This was prepared some six months ago. I will see that the latest figures are sent in, to correct this.*

7598. Would you explain to us the different schools you use; residential *versus* custodial Homes?—There were a certain number of children who did not live close to a day special school, or living close to a day special school, lived in very bad homes, from which they ought to be removed. The idea of the School Board was that residential Homes should be afforded for these children in close proximity to a special school, so that they should live in the Home and go out to attend at the day special school. They would be perfectly normal special school children, so to speak—children who under ordinary circumstances, would be attending a day special school, but because of their home circumstances—owing to the distance or owing to bad homes—were unable to do that. The custodial Home accommodation was for children who are not, for various reasons, moral reasons, or violent temper, or one thing and another—suitable to attend the ordinary day special schools; they would be put in the custodial residential Homes and the school accommodation would be on the premises as well as the living accommodation.

7599. And would you make the parents pay, so far as they can?—Yes, certainly.

7600. These custodial Homes would be very little different from imbecile asylums, is that so?—Of course, it is really rather a medical question than one I can answer. The two classes do run into one another very much, but there is a distinct difference drawn; the special school children are supposed to be improvable by education, whereas imbeciles are only so to a very slight extent; but the line is a difficult one to draw.

7601. I see you qualify your statement very markedly by "supposed to be improvable"; they are a most disappointing set, are they not—the special class children?—No, I should not say that about all of them by any means; some of them make very distinct improvement—very large improvement.

7602. Have you personally known any of them who are able to go out into the world and support themselves?—The best children go out at the age of fourteen, which would be the end of their ordinary term in the ordinary day school, and we send out a certain number every year; last year about 140 left the school at fourteen to go to work. They no doubt had improved to a very considerable extent, but as to what the condition of those children will be in three or four years time I do not profess to be able to tell. We want a very elaborate system of after-care to keep watch on the children after they leave. That I am at the present moment trying to organise in London. It must be a voluntary matter, because the Council has no power. We shall, in a few years, be able to tell very much better.

7603. My question was, have you in your personal knowledge seen a case of these special class children so far improved as to be able to support itself?—My connection has not been very long with the work, and I have not had time to go into the individual cases.

7604. Your opinion is, I gather, strongly in favour of one authority to look after all defective children of school age?—Yes.

7605. And that authority should be——?—I think it should be the County Council. The County Council is the Lunacy Authority.

7606. Would you bring it under the Lunacy Board?—That could be a matter of internal arrangement.

7607. When you say the County Council, do you mean the Education Committee?—I mean the County Council in one shape or another; I do not think it very much matters whether they go from one committee to another of the County Council as long as they can be handed on within the same authority.

7608. You are aware of the great amount of overlapping that there is in London at the present moment?—Yes.

7609. The County Council look after defective children, the Metropolitan Asylums Board look after them in two or three different ways, and the National Association and others?—That is what I want to get over.

7610. One authority should look after all cases whether they are educable or not; is that your view?—I think so.

7611. I see in one of your recommendations, No. 4, you limit the age to eighteen; what is your reason for stating the age as eighteen?—There is no particular reason; simply that some of the children would be all the better for an extra couple of years' education—some that are really improvable. We have at the present time started experimentally a certain sort of training schools for elder mentally defective boys. There are three at present existing where boys are drafted from the ordinary mentally defective school and get a certain training in manual work, and we are beginning that sort of training in trades, as far as possible. With some of those boys, and some of the elder girls also, I think it would be a distinct advantage if we had power to continue the education for another couple of years; they would be more fit to take their place afterwards.

* For corrected figures *vide* page 412, (col. 1.)

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7612. So you would make eighteen the limit under which all lunatics, imbeciles, and defectives should be treated as children, and over that, defectives should be treated as adults?—No, I am speaking here of the children at present in the special schools.

7613. I think you said a moment ago that all defective children should be treated by the same authority?—Yes, but this particular paragraph refers merely to the matter as it at present exists—to the present circumstances in the special schools.

7614. If your suggestion that all defective children should be brought under one authority were carried out, would you suggest some should be given up by that authority at sixteen and others at eighteen?—I should think you would have to treat the different cases on their merits. With some children, if education was capable of being carried on to eighteen, you would carry it on.

7615. You would have dual authority, possibly, after sixteen?—Surely not, if they were all under the same authority—all under the County Council. Some children might be handed on to the Asylums Committee, if necessary. Others might remain under the Education Committee if they were still improvable. It would be a matter for decision when they reached the different ages.

7616. In your recommendation No. 7 I notice you are strongly in favour of medical inspection of children?—Yes.

7617. And medical inspection, in your opinion, should be made compulsory in all schools?—I do not think that is quite what is said. What I say is "securing proper and uniform medical examination of the mentally defective."

7618. Under No. 5 you will see, "but also an actual saving of expense incurred by the later care in asylums"; is that warranted by actual experience in the working of the special classes? Do you think the special classes have been the cause of some saving of asylum treatment?—It is difficult to say that.

7619. I simply want to know whether that is based on fact or observation or whether it is theoretical, pure and simple?—What I am saying here is: "in the establishment of the necessary institutions"; that refers to the institutions to which the children could be transferred instead of being sent out into the world. Clearly if they were kept in those institutions you would save the asylum charges which very often come later in life. When these mentally defective children go out into the world they deteriorate and finally become fit subjects for the asylum. The Asylum Branch will be able to speak to it better than I can, but I think there is no doubt that a considerable number of the special school children, when they go out into the world, do steadily deteriorate and finish up in the asylum.

7620. To obviate that, you would send them to the asylum?—I would not allow them to go out into the world at all.

7621. You consider that that, instead of being a tax on the country, would be a saving?—I do not think it would be any more expensive.

7622. (*Mr. Burden.*) May I carry one of your answers to Dr. Dunlop a little further? In reply to one of his questions you told the Commissioners that you thought that one authority for all cases, whether educable or not, would be the ideal. What authority would you suggest?—I should suggest the County Council.

7623. With inspection from some Government department?—I suppose so, certainly.

7624. That is to say you would have a central authority somewhat similar to the authority under the Inebriates Acts, perhaps, where the County Council can establish its own institution, and the Government Department certifies and inspects. Would that be your idea?—Yes, certainly.

7625. Can you give us any suggestion as to which of the existing Government Departments, if any, should be charged with that work?—I really do not know. I do not feel disposed to make any recommendation on that subject.

7626. You could not suggest whether it would be well to bring it under the Commissioners in Lunacy, under the Home Office, or the Local Government Board?—No, I am afraid I have not gone into that sufficiently to be prepared to make any recommendation.

7627. (*Mrs. Pinsent.*) There is just one question I wanted to ask you on what you say about the education of epileptic children under the Act. You say: "This again may be (1) by special classes; (2) by boarding out; and (3) by residential schools." Is it the case that it is possible to provide by special classes for epileptics?—I should think not, certainly; we do not propose to do that.

7628. I fancy there is a Minute of the Board of Education, or something, limiting the education of epileptics to residential schools; is that so?—I did not think so; I thought it was open to us to provide special classes, but it is an undesirable way of doing it, I think.

7629. (*Dr. Dunlop.*) If the Commissioners desire evidence from some of the teachers in these special classes, who are handling the children all day and know them thoroughly, would there be any objection to their coming before us?—I think there would be no objection at all. You will have Mrs. Burgwin.

7630. But I mean the actual teachers of the children?—I do not think there would be any objection.

The Hon. MAUDE LAWRENCE, called; and Examined.

Hon. Maude Lawrence.

23 June 1905.

7631. (*Chairman.*) In order that we may have it on the notes, would you be so kind as to give us your qualifications; I mean, besides being Chief Inspector now, I think you have had considerable experience in the past?—I was Chairman of the Special Schools under the London School Board for four years. I was Vice-Chairman of the Education Committee of the Special Schools when Mr. Allen was appointed Chairman. I have been manager of the Special Schools, and of the ordinary schools as well, both under the School Board and the County Council.

7632. You have been so kind as to give us a statement of your evdence; may we put that on our notes?—If you please.

STATEMENT OF EVIDENCE BY THE HON. MAUDE LAWRENCE, ON BEHALF OF THE LONDON COUNTY COUNCIL.

Maude A. Lawrence will state that she has been recently appointed by the President of the Board of Education to the newly-established post of Chief Woman Inspector under the Board of Education.

She was, previous to her appointment, the Vice-Chairman of the London County Council's Special Schools Sub-Committee, and for nearly four years the Chairman of the Special Schools Sub-Committee of the School Board for London.

Witness has had considerable experience in the administration of the Education Acts relating to mentally and physically defective children.

Witness proposes in her evidence—

1. To give a brief history, from their commencement, of the Special Schools for defective children in London.
2. To point out some results of the experience gained through the carrying on of the work.
3. To indicate further powers needed.

1.—HISTORICAL.

The following statistics of the defective children scheduled by the London School Board in 1893 and 1903, show the fuller and more accurate information obtained now than ten years ago.

Hon. Maude Lawrence.

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	Blind.	Deaf.	Ment. Defective.	Phys. Defective.	Epileptic.	Imbecile
Year 1893. Total Scheduled (3–13) 813,651	*195 plus 210 B. & D. over 13	*457	+	940	†	409
	1 in 943			1 in 861		1 in 1,989
Year 1903. Total Scheduled. (3–14) 884,003	307 ·03 p.c.‡	618 ·07 p.c.‡	2,942 ·3 p c‡	1,733 ·2 p.c.‡	346 ·04 p.c.	414 .05 p.c.
	1 in 955		1 in 300	1 in 510	1 in 2,554	1 in 2,135

The schedules do not yet show all the mentally defective children, but only those who have been medically certified. The defectives living in districts where special schools have not been provided have in most cases not been certified, and therefore do not appear in the schedules as defectives. Many such children are still in attendance at the ordinary schools, although in some cases it has been necessary to exclude them from school attendance until special schools are provided in their districts. In order to ascertain the number of cases known to teachers and visitors, a return for the whole of London was recently prepared showing the following totals:—

How provided for.	Mentally defective.	Physically defective.
In special schools - -	3,295	532
In ordinary schools - -	2,080	707
Out of school - - -	174	863
Totals - -	5,549	2,112

Percentage of total scheduled (884,003):—
Mentally defective ·64 Physically defective ·24. Total ·88.

Decrease in Blindness and Deafness.

There are as yet no statistics by which to judge of the increase or decrease of defective children in London except in the case of the blind and deaf; but it is exceedingly gratifying to find that there is a decrease in both these classes. The schedules may be assumed to considerably understate the case in showing the blind and deaf to have decreased from 1 in 943 (1893) to 1 in 955 (1903), because the figures for 1893 were incomplete, inasmuch as they did not include *all* between thirteen and sixteen, whereas those for 1903 are complete. It is satisfactory to know that, although the diminution is slight, it is certainly greater than the actual figures represent, and is confirmed by the Census returns.

Censuses have shown the Blind for the whole country to be steadily decreasing for 40 years past, and the following comparison of the returns for London for the last two decades shows that the Deaf also are decreasing:—

Total Population.		Increase, 7·3 p.c.	Total.				1891—Children (5–15).		1901—Children (5–15).	
			1891.		1901.		Total, 870,585.		Total, 862,266.	
1891. 4,228,317.	1901. 4,536,451.		No.	P.C.	No.	P.C.	No.	P.C.	No.	No.
Blind - - - - - -	?,573	·084 1 in 1,186	3,556	·078 1 in 1,275	472	·05 1 in 1,844	386	·04 1 in 2,233
Deaf - - - - -	4,787	·113 1 in 883	5,023	·107 1 in 930	1,167	·13 1 in 746	995	·12 1 in 866

This decrease in blindness and deafness may be accounted for by the increase in medical skill, the better conditions of living, and, in the case of deafness, by the decrease in the number of scarlatina patients

Possibly the *mental and nervous* diseases have not diminished, but should do so under the careful consideration which defective children now receive, both at the Council's Medical Examinations, and in the Schools. Many cases now receive treatment both at hospitals and at home because attention has been called to them at these medical examinations. It has been repeatedly noticed what a marked physical improvement takes place in many of the cripple children after their admission to the Special Schools.

NEED FELT FOR SPECIAL SCHOOLS IMPROVEMENT IN PUBLIC OPINION.

When the general spread of education gave wider opportunities for attainng knowledge, the difference between the feeble-minded and the normal child emphasised the need for the former's special education and training. Legislation supplied this need, but, notwithstanding the value of the terrors of the law in the form of compulsory attendance, the change in public opinion has been still more valuable.

Ten years ago it was difficult in many cases to get parents to see that the abnormal or defective child should have training under the best possible conditions. It was of common occurrence that the defect was concealed or denied, if it were in any way possible, and in the case of the Blind and the Deaf, the child was too often merely an object of pity at home, while its real training was neglected. Indulgent parents frequently desired nothing more for an afflicted child than that it should remain at home petted and spoiled, whilst the debased and degraded parents saw no shame in trading on a child's infirmity. Even some educationalists objected to the removal of the afflicted child from the ordinary school, insisting upon the humanising effect its presence exercised upon the normal children, and forgetting that the kindness and sympathy of the child's more fortunate fellows were evoked at the cost of the loss of a training which would make the child alert and self-reliant. This state of things hardly exists to-day. That there are still careless and foolish parents is of course true, but the change that has taken place is undoubted. In most cases parents are now alive to doing the best thing possible for the defective child, and often they take great pains to obtain suitable instruction. Many parents will now move their homes in order to secure the benefit of a special school for an afflicted child, and will plead to keep a child in school beyond the age for which instruction is provided. Teachers in the Special Schools frequently receive letters from parents expressing their appreciation of the training provided for the defective children. As might be expected, the change in public opinion has been followed by a general improvement. The Board of Education has given particular attention to this work, and the principal School Authorities have shown by the readiness with which they have provided the schools required for defective children, that no party views have been held as to this branch of their work.

The improvement in the law, in the accommodation provided, and in the conduct of parents with regard to defective children, would count for little if it had not been followed by a great improvement in the teaching staff.

* 3-13 only. The 210 Blind and Deaf scheduled as over 13 were in School. Others over 13 *not* at School were not scheduled.

† 523 are shown as "other cases," but there was no special heading for M.D. or Epileptics

‡ This the percentage of Blind, etc. (3-16), of the total scheduled (3-14).

The ultimate success in the training of defective children does not depend upon the law or public opinion so much as upon having an efficient staff of enthusiastic teachers who labour, not for gain, or even for success, but for love of the work. Such a body of teachers may now generally be found in the schools for the Blind, the Deaf, and the Defectives, throughout the country. Their educational advance in ten years has been very marked, and they have shown, by the pains taken to raise their qualifications, by Conferences, and the exchange of visits to schools, their anxiety to give their best services to their work.

Cost.

It is an accepted fact that the training of defective children must be comparatively costly. Apart from fitting the sub-normal child to grow up, as far as may be, a self-supporting member of the community, the majority of people will agree that money spent on making the life of the afflicted child more endurable has not been wasted. If, however, any should wish to look at the matter entirely from a financial point of view, forgetting the practical sympathy they owe to the suffering, they should remember to place on the credit side of the account large savings effected to the public purse by cases in which training now given will save years of detention in infirmaries, workhouses, or other institutions (sometimes even prisons) where the cost per head ranges from £30 to £80 per annum.

The following is the cost of special schools in London, and the Government grant earned:

School.	1903. Cost.	Grant.	Per Head, Nett Cost. £	s.	d.
	£	£			
Blind	6,200	984	25	8	10½*
Deaf	13,068	1,811	21	16	3¾*
Mentally Defective / Physically Defective	28,985	9,717	7	1	5½

Total cost of special schools (1903), £48,253.
Total special schools grant (1903), £12,512.
Average nett cost of ordinary child (London Board Schools, 1903), £3 2s. 0d.
Average nett cost of special child (London Board Schools, 1903), £9 16s. 8d.
Average Government Grant (including Fee Grant &c.), for ordinary child (London Board Schools, 1903), £1 10s. 9d.
Average Government Grant for special child (London Board Schools, 1903), £3 12s. 7¾d.

The cost in different schools varies considerably, and the council's residential schools appear expensive when compared with most of the voluntary institutions for the blind and deaf. Any such comparison, however, would be entirely fallacious, as in the Board's system the residential schools may not be considered *one* of the methods adopted for teaching these children, but rather a necessary part of a whole system, the cost of one part of which cannot be considered separately, inasmuch as all children in their turn receive the benefit of the more advanced and expensive training.

The Blind and Deaf.

The Commission will have had before them in Mr. Allen's evidence a note of the steps taken by the late School Board to deal with blind and deaf children previously to the passing of the Elementary Education (Blind and Deaf Children) Act, 1893, and the action taken by the School Board thereunder. Witness would add that the blind centres provided in London previously to that Act were all half- (or less than half) time centres. The following table shows the number of Blind and Deaf Schools in London, and the average number attending each school in 1893 and 1904

Year.	Blind.		Deaf.	
	No. of Schools.	Average No. attending.	No. of Schools.	Average No. attending.
1893	26	7	17	26
1904	10	21·8	12	40·5

The School Board's first action towards making better arrangements was to lessen the number of schools, and by the abolition of the part-time schools and the aggregation of large numbers of children, to provide that the instruction was both continuous and classified. In order to bring the larger numbers together, it became necessary to remove children from their homes if they resided in districts remote from the schools, and the School Board met this difficulty either by contributing to the expenses of the children's education and maintenance in voluntary residential schools, or by placing them under the care of Boarding-out Committees to be lodged with foster-parents. These methods met the need for the time, but for various reasons had their limitations, and were not to be considered satisfactory solutions. Proposals to provide residential schools for some sections of the blind and deaf were from time to time considered and acted upon, which have resulted in a diminution of the cases sent to voluntary institutions or lodged with foster-parents, as shown below:

Year.	Blind.			Deaf.		
	Board's own Residential Schools.	Lodged with Foster Parents.	Sent to Voluntary Institutions.	Board's own Residential Schools.	Lodged with Foster Parents.	Sent to Voluntary Institutions.
1894	..	..	27	..	..	40
1897	..	..	87	..	27	91
1900	..	23	47	..	99	31
1903	41	17	13	62	43	11

* The amounts contributed by parents towards maintenance (£1,865) have not been deducted from the nett cost per head.

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The Act of 1893 left authorities a perfectly free hand to choose between systems of instruction. The use of the Braille alphabet for teaching the blind to read and write was continued, as that system, although perhaps capable of improvement, is still the best.

In the schools for the deaf, the "oral" method had been used for years, whilst those coming under instruction too late to acquire speech during their school life, and those suffering from mental defect, were instructed by writing and finger spelling, in addition to speech. No change was made in this mode of prodecure.

The first action taken with regard to providing a residential school for the blind was the transfer to the School Board of the Royal Normal College at Norwood. Owing to many difficulties in working a school where the main object was to teach persons far beyond school age, the Board eventually re-transferred that institution to the voluntary Committee from which they had taken it over, and agreed to acquire instead two residential schools for the older blind children, one for girls from 12-16, and one for boys of the same age. These schools were provided and opened in 1902, that for the girls at West Norwood, and that for the boys at Wandsworth Common. Special attention is being paid in these schools to industrial and manual work, in order to teach the children, during their final years of school life, some occupation by which they may become to some extent self-supporting. In 1901 the Board decided to appoint a sighted teacher in each school and agreed that the younger children, instead of spending half time in the ordinary schools, as hitherto, should be taught entirely in the blind schools, those in Standard V. and upwards still continuing to attend at the ordinary schools twice a week.

In August, 1900, the School Board opened at Homerton their first Residential School for the Deaf to receive cases which, for various reasons, were unfit to be boarded out. In 1902, the Board considered a scheme for training the elder deaf children, and decided that two schools giving definite technical training should be provided, one for elder boys, and the other for elder girls. It was agreed that the Cottage Homes and School which were being built at Anerley should be used for the Technical Training School for boys (accommodating sixty residential and thirty day scholars), and that the Residential and Day School for training the elder deaf girls should be provided in premises at Wandsworth Common. The defective deaf it was decided to accommodate at the Homerton Residential School, where by an extension of the premises, forty residential and thirty day scholars are provided for. Another Residential School for deaf girls is in course of establishment at Oak Lodge, Clapham Common. To complete these plans for the welfare of the elder blind and deaf children, a Voluntary Committee has been formed outside the scope of the Board's work, to assist in training and finding employment for these children on leaving school. All the above arrangements give promise of success, but it is very desirable that further instructions in the form of Municipal Technical Instruction Schools for the Blind and Deaf after sixteen should be established.

The Mentally and Physically Defective.

The Act of 1893 dealt only with the blind and the deaf, but before the passing of that Act it had become apparent that there were other classes of defectives who equally needed special training. The Royal Commission on the Blind, &c., had realised this when they recommended that the feeble-minded children should be separated from the normal children. The Hon. Lyulph Stanley, now Lord Stanley of Alderley, in 1890 submitted to the School Management Committee of the School Board a report on the "separate school" established in Elberfeld, and immediately after the consideration of that report, two members of the Board (General Moberly and Mr. Whiteley) on the same day placed independent motions on the Board Agenda for the establishment of special classes for mentally and physically defective children. A provisional scheme was adopted, and received the sanction of the "Education Department," but on account of the delays which followed, London, although the birthplace of the scheme, lost the credit of being first to put it into operation. In 1892 the first centres for mentally and physically defective children were opened in London, and increased gradually, as the following statement for March of each year shows:—

NUMBER OF SCHOOLS.

Class provided for.	1894.	1889.	1889.	1889.	1898.	1899.	1900.	1901.	1902	1903.	1904.
Mentally and Physically Defective -	14	15	23	30	32	43	51	59	—	—	—
Mentally Defective - - - -	—	—	—	—	—	—	—	—	60	60	76*
Physically Defective - - -	—	—	—	—	—	1	1	1	6	8	17

A memorial was presented by the School Board to the "Education Department" in 1896, asking that authority might be obtained from Parliament to make special arrangements for mentally and physically defective and epileptic children by means of either day or residential schools. After consideration of this memorial the "Education Department" appointed a Departmental Committee to consider the matter of the education of defective children, which Committee reported in 1898, and the recommendations of that Report were made operative by the passing of the Elementary Education (Defective and Epileptic Children) Act, 1899, and the Minute of the "Education Department" of the 2nd February, 1900. That Act permits the School Authority, with the consent of the "Education Department," to make arrangements for defective and epileptic children.

The fact that this Act is only of a permissive character has resulted in its adoption in many places, so far as the defectives are concerned, so that after three years it is worked in only about one-fourth of the country; while in the case of the epileptics it has been entirely inoperative.

2.—RESULTS OF EXPERIENCE.

Witness desires to call attention to some points which could not have been foreseen at the commencement of the work, mentioned in the sequence in which they have appeared.

(1) *Imbeciles.*—Soon after opening the first schools for the mentally and physically defective it became a difficulty as to where the line for admission or retention should be drawn, as it was seen that sometimes it was necessary, for the sake of the class, to exclude a hopeless case, which by reason of such exclusion, became a danger to itself and others through lack of any suitable provision for its care The Metropolitan Poor Act of 1867 had vested powers in the Asylums Board to provide for idiots and imbeciles chargeable to the guardians, but the guardians generally have not seen their way to deal with such cases unless by way of "relief." The School Board in 1896 brought this matter under the notice of the "Education Department," and obtained their ruling that imbecile children should be excluded both from ordinary and special schools. The term "imbecile" has been much debated, and it has been understood to embrace those children who, although improvable and of a higher grade than idiot, are still permanently lacking in the faculty required to bring a child into the category of only "mentally defective." So much difference of opinion has, however, existed on the point that one medical man stated with regard to a particular case, that it was one which he could certify as only "mentally defective" and fit for the special classes, but if the parents wished to obtain its admission to an institution for imbeciles, he considered for that purpose the child might be certified as "imbecile." This difficulty

* In 16 Schools for the Mentally Defective, women are now employed to bath the children, with very satisfactory results.

has grown instead of decreasing, and, shortly before it ceased to exist, the School Board again, in conjunction with the County Council and the Metropolitan Asylums Board, brought the matter under the notice of the Home Office, the Local Government Board, and the Board of Education.

(2) *Epileptics.*—Witness has nothing to add on this head to the evidence of Mr. Allen.

(3) *Physically Defectives—(Cripples).*—When the Act of 1899 was passed it was not recognised that the physically defective child of normal mental capacity, who is unable to attend the ordinary school on account of its defect, is a class quite apart from the mentally defective. About 1,500 of such children in London were reported to require special education. In 1898 a voluntary committee reported to the Board on a number of such children in the West Central district, and recommended that a school for cripples then being carried on under the direction of Mrs. Humphry Ward at the Passmore Edwards Settlement should be taken over by the Board. The "Education Department" sanctioned the proposal, and in February, 1899, the Board's first cripple school was opened. Although the children admitted are technically known as "Physically Defectives," in some instances they would be better described as invalids, as, besides cripples, bad cases of heart disease and other very delicate children who are unable to attend ordinary schools, are admitted. The Board on 2nd July, 1900, appointed a special committee to consider the need for separate schools for the physically defective, and adopted a report which that committee presented in favour of such schools. The Board of Education approved the proposal, and consented to the provision of such schools in districts where the accommodation is required. The School Board have decided not to admit to these schools cripple or invalid children who are also mentally defective, but are about to arrange that, where possible, those children suffering from the double affliction shall be taught at schools for the mentally defective, whither they are to be taken by the ambulance. Each cripple school is managed by a local committee and has a trained nurse and a helper attached. Twelve ambulances in various parts of London take the children to the cripple schools, and a special chair or couch is supplied according to the needs of each case. Drawing is now being made a feature in the instruction of these children, and an art teacher attends at each school to give the more advanced teaching. The arrangements of the cripple schools are supplemented by a voluntary society, called the "Cripple Children's Training and Dinner Society," which not only arranges a mid-day meal at each school, but endeavours to provide special training for cripples on reaching sixteen, or apprentices them to suitable trades. A further development in the cripple work is contemplated in the shape of commencing an organised school for children under treatment at the Orthopædic Hospital on the same lines as that carried on by the Liverpool Education Authority in connection with the Convalescent Home at West Kirby. It would be a great benefit to certain London cripples if the council had such accommodation available as the Liverpool School Authority have at West Kirby.

(4) *Residential Schools for Mentally Defective Children.*— The Act of 1899, like the Act for the Blind and Deaf, sanctions the schools for defectives being either day or residential schools. The School Board accepted the estimate which the Departmental Committee gave of the number of the mentally and physically defectives, viz., 1 per cent., which in London would mean providing accommodation ultimately for 9,000. The number being so large made it a question for grave consideration whether the need could not be entirely met by day schools, as, unlike the blind and deaf, it is possible, except in the more outlying districts, to gather a sufficient number for a day school of three or four classes, thus enabling the teacher to properly grade the pupils. This, in most cases, is all that is required, but there are exceptional cases which are surrounded by difficulties the day school system will not meet. These exceptional cases, again, should not all be placed in one school, as there are not only children from bad homes, and children living far from special Schools, who need a home as well as a school, but some whose bad habits and want of moral sense make it desirable that they should not mix with those not so depraved. The School Board therefore, in 1902, submitted a scheme to the Board of Education for dealing with these exceptional cases by providing a boarding house near a day school for defectives, for those who might safely associate with others, and custodial Homes for those morally defective. In order to enable magistrates to send children when desirable, these homes are to be certified as Industrial Schools under the Home Office, as well as being certified under the Board of Education for defective children. The School Board are about to provide separate Homes of both classes for boys and girls.

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(5) *Training Schools for Elder Mentally Defective Boys.*—In 1902 the Board agreed that in the last three or four years of school life these children would benefit by more specialised manual training, and it was decided to provide, where possible, for the elder boys, from twelve to sixteen, in separate schools under masters. It was further agreed, where convenient, to set apart schools for elder girls, but where this cannot be done the elder girls are to attend at the Junior Mixed Special Schools. With a view to carrying out this, the existing Special School accommodation has already been re-arranged in three districts.

Comparison of Special Schools in 1893 *and* 1903.

While the School Board have for over a period of ten years been gradually evolving an educational system for the Defectives, the Poor Law Children have been receiving the same consideration from the Metropolitan Asylums Board. By an order of the Local Government Board in 1897 that body was charged with the care of the defective Poor Law children in London, and have established homes for such children in four districts, sending the children as day scholars to the Council's Special Schools.

The following statement compares arrangements made for teaching the Blind, Deaf, and Defective in 1893 and 1903:—

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Class.	March, 1893.	March, 1903.
Blind	No Residential Schools or Industrial Training provided by the School Board. Day Classes in certain districts one or two days a week. *Poor Law Guardians* had permissive powers. *Voluntary Institutions* not under control or inspection.	*School Authority.*—Residential Training Schools for elder boys and for elder girls. *Full time Day Schools*—Children boarded near day schools where circumstances make it desirable. Special accommodation for Defective Blind about to be provided. *Poor Law Guardians.*—Still permissive powers after 16. *Voluntary Institutions.*—Partly under inspection.
Deaf	The same as for the Blind, except that the School Board classes were *whole* time cla ses, but mostly too small to admit of any classification of the children.	*School Authority.*—Residential and Day Training School for boys (elder). Ditto for girls about to be provided. Residential and Day School for Mentally Defective Deaf. All Day Schools for four or more classes, where the children are grouped according to their attainments. *Poor Law Guardians* and *Voluntary Institutions*, as in the case of the Blind above.
Mentally and Physically Defective and Epileptic ..	Board Schools for 277 Defectives; but many others attending ordinary schools. A large number not under instruction.	*School Authority.*—60 Day Schools for Mentally Defective and 8 for Physically Defective, with a roll of 3,363, Residential accommodation being provided for cases requiring it. Special provision for Epileptics under consideration. *Metropolitan Asylums Board.*—Homes for Mentally Defective Poor Law children.
Imbecile	No Public provision except for Poor Law cases. Some Imbeciles attending ordinary day schools without benefit to themselves and to the injury of normal children. Voluntary Institutions for Idiots, but accommodation there insufficient even if parents could afford the charges made.	Imbecile children excluded from Public Elementary Schools. Increased and more suitable accommodation provided for Poor Law cases by Metropolitan Asylums Board. No provision for other cases, but the question under the consideration of the Government Departments.

"*After Care.*"

The most important question which faces the Council is that of "after-care." It may be argued that this is not within their province, and that they need have no thought beyond the limits of the legal school age. In witness's view, to agree to that argument would be to set up a low standard of the Council's sphere of work, and would be not only a wasteful and extravagant, but a short-sighted policy. Undoubtedly it is not the duty of the London County Council, or any other educational authority, to make provision for children beyond the legal school age, but it is their duty to point out that, while all that is possible is done for these unfortunate children before they reach sixteen, it is of national importance that all the training and discipline given during that time should not be lost through want of "after-care."

The Technical Education Board have made a very satisfactory beginning towards assisting the Blind, Deaf and Cripples after reaching sixteen, by awarding the following scholarships:—six for the Blind and Deaf, six for Cripple boys, and six for Cripple girls. The Gardner Trust have also greatly assisted in this matter by placing four scholarships for Blind children over sixteen at the disposal of the Council.

3.—FURTHER POWERS.

If it be found possible to provide technical training after sixteen for Blind and Deaf children where necessary, probably the whole requirement for those classes will be satisfied; but the need for further powers for the Mentally Defectives is clearly shown. The results of a series of special enquiries and examinations carried out by the School Board's Medical Officer in schools for the Mentally Defectives, showed that only about one-third of these children can be expected to become responsible, self-supporting members of the community; and that in the case of many of the remaining two-thirds, both for their own sakes and for the sake of society at large, it is more than desirable that custodial care should be provided. The Local Government Board have approved a scheme whereby the training of mentally defective poor law children can be continued to twenty-one, which is a step in the right direction. This needs to be followed up by (1) extending the same advantage to other mentally defective children besides paupers, in cases where it is considered desirable; and (2) committing to permanent care, at twenty-one, such cases as constitute a danger either to themselves, society at large, or posterity. Some such cases might not be certifiable as insane or even imbecile, but that should not prevent their having the advantage of permanent care if it were thought desirable. A society has been formed in Lancashire and Cheshire for dealing with such cases, and they lay down as one of the conditions of admission to their boarding schools that every child admitted shall remain in the school for life unless discharged by the Medical Officer. This step is one which could not be enforced in the present state of the Law, and may seem extreme; but having regard to the fact that feeble-mindedness is often intensified in the next generation, and is responsible for much of the deterioration of which we hear, some means should be devised to protect those needing care, although they may not now be certifiable cases under existing laws.

The following Tables show the existing accommodation of the Council, and the further accommodation the Council proposes, for the educational care of defective children in London:-

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TABLE

SHOWING THE EXISTING AND PROJECTED SCHOOL ACCOMMODATION REVISED TO THE 31ST DECEMBER, 1904.

(*a*) BLIND.

County Electoral Division.	Existing. School.	Existing. Accommodation	Existing. Roll on the 23rd Dec., 1904.	Projected. School and probable Accommodation.	Total Accommodation, Existing and Projected, omitting Schools to be closed.	Total No. of Blind Children Scheduled Lady-day, 1904.
Chelsea	..	..	..	..	..	
Fulham	..	..	..	..	..	
Hammersmith ..	..	..	..	..	..	35
Kensington, N. ..	Edinburgh-road	28	31	..	28	
Kensington, S. ..	..	..	..	..	..	
Finsbury, Central						
Finsbury, E. ..						
Holborn						
Islington, E. ..	..	..	..	..	..	16
Islington, N. ..						
Islington, S. ..						
Islington, W. ..						
Deptford	..	..	..	..	..	
Greenwich ..	..	..	..	..	..	37
Lewisham ..	..	..	..	..	..	
Woolwich ..	Powis-street	30	29	..	30	
Bethnal Green, N.E.	..	..	..	..	..	
Bethnal Green, S.W.	..	..	..	..	..	
Hackney, Central	..	..	..	..	..	
Hackney, N. ..	..	..	..	..	..	
Hackney, S. ..	Morning-lane (T)	24	25	..	..	17
	Stormont House (Residential)	20	18	..	20	
Haggerston ..	..	..	..	..	..	
Hoxton	..	..	..	..	..	
Camberwell, N. ..	Boundary-lane	48	39	..	48	
Dulwich	..	..	..	..	..	
Peckham	..	..	..	..	..	3
Newington ..	..	..	..	..	..	
Walworth ..	..	..	..	..	..	
Battersea	Shillington-street	45	34	..	45	
Clapham	..	..	..	..	..	
Wandsworth ..	Linden-lodge (Resdtl.)	40	34	..	40	
Brixton	..	..	..	..	..	1
Kennington ..	..	..	..	..	..	
Lambeth, N. ..	..	..	..	..	..	
Norwood	Elm-court (Residential)	25 (20 P. and 5 T.)	31	Elm-court (Enlargement) 20	40	
Hampstead ..	..	..	..	..	..	
Marylebone, E. ..	..	..	..	..	..	
Marylebone, W. ..	..	..	..	..	..	
Paddington, N. ..	..	..	..	..	..	
Paddington, S. ..	..	..	..	..	..	39
St. Pancras, E. ..	..	..	..	"Brecknock" (30)		
St. Pancras, N. ..	..	..	..	..	..	
St. Pancras, S. ..	..	..	..	..	..	
St. Pancras, W. ..	Stanhope-street (T)	30	28	..	..	
Bermondsey ..						
Rotherhithe ..	..	..	..	..	..	23
Southwark, W. ..						
Bow and Bromley	..	..	..	..	..	
Poplar	..	..	..	..	..	
Limehouse ..	..	..	..	..	..	
Mile End	..	..	..	..	..	26
St. George's-in-the East	"Highway" (T)	19	15	..	..	
Stepney	..	..	..	..	..	
Whitechapel ..	..	..	..	Fieldgate-street (30)	30	
St. George, Hanover-square						
Strand	..	..	..	..	..	7
Westminster ..						
City of London ..						
	TOTAL	309	284	..	311	335

TABLE I—*continued.*

(*b*) DEAF.

County Electoral Division.	Existing. School.	Accommodation	Roll on the 23rd Dec. 1904.	Projected. School and probable Accommodation.	Total Accommodation, Existing and Projected, omitting Schools to be closed.	Total No. of Blind Children Scheduled Lady-day, 1904.
Chelsea	..	..	..	..	..	
Fulham	Ackmar-road	74	64	Dawes-road (two houses for boarding)	74	86
Hammersmith ..	..	..	..	..	..	
Kensington, N. ..	..	..	..	..	..	
Kensington, S. ..	..	..	..	..	..	
Finsbury, Central	"Hugh Myddelton"	144	92	..	144	
Finsbury, E. ..	..	..	..	..	..	
Holborn	..	..	..	..	..	
Islington, E. ..	..	..	..	..	..	51
Islington, N. ..	..	..		..	..	
Islington, S. ..	..	..	..	..	..	
Islington, W. ..	..	..	..	..	..	
Deptford	Stanley-street (T)	38	24	Randall-place (60). (In lieu of Stanley-st. and Powis-st.,	60	
Greenwich ..	..	..	..	..	..	62
Lewisham ..	..	..	..	..	..	
Woolwich ..	Powis-street (T)	12	7	..	..	
Bethnal Green, N.E.	..	..	..	..	..	
Bethnal Green, S.W.	Somerford-street	48	40	..	48	
Hackney, Central	..	..	..	..	..	
Hackney, N. ..	..	..	..	..	..	97
Hackney, South ..	Homerton (Res. & Day)	70	64	..	70	
Haggerston ..	..	..	..	..	..	
Hoxton	..	..	..	..	..	
Camberwell ..						
Dulwich						
Peckham	..	..	..	..	..	50
Newington ..						
Walworth ..						
Battersea	Surrey-lane	48	34	..	48	
Clapham	Cavendish-road	32	36	Oak Lodge (25)	57	
Wandsworth ..	..	..	..	..	..	
Brixton	..	..	..	..	..	88
Kennington ..	..	..	..	..	..	
Lambeth, N. ..	..	..	..	..	..	
Norwood	..	..	..	..	..	
Hampstead ..	..	..	..	..	..	
Marylebone, E. ..	..	..	..	..	..	
Marylebone, W. ..	Capland-street	48	40	..	48	
Paddington, N. ..	..	..	..	..	..	
Paddington, S. ..	..	..	..	..	..	75
St. Pancras, E. ..	..	..	..	..	..	
St. Pancras, N. ..	..	..	..	..	..	
St. Pancras, S. ..	..	..	..	..	..	
St. Pancras, W. ..	..	..	..	..	..	
Bermndsey ..	..	..	..	..	..	
Rotherhithe ..	Old Kent-road	70	78	..	70	46
Southwark, W. ..	..	..	..	..	..	
Bow & Bromley ..	..	..	..	..	..	
Poplar	..	..	..	..	..	
Limehouse ..	Farrance-street (T)	32	38	Farran e-street (P) (40)	40	
Mile End	..	..	..	..	..	64
St. George's-in-the East	..	..	..	..	..	
Whitechapel ..	..	..	..	..	..	
St. George, Hanover square						
Strand	..	..	..	..	..	5
Westminster ..						
City of London ..						
Outside the London County Council Area	Anerley (Residential and and Day)	90	65	..	90	..
	TOTAL	706	582	..	749	624

TABLE I.—*continued.*

(c) MENTALLY DEFECTIVE.

County Electoral Division.	Existing. School.	Existing. Accommodation	Existing. Roll on the 23rd Dec., 1904.	Projected. School and Probable Accommodation.	Total Accommodation. Existing and Projected, omitting Schools to be closed.	Total No. of Blind Children Scheduled Lady-day 1904.
Chelsea	Park-walk	80	75	..	80	
	Walton-street (T)	20	13	..	..	
Fulham	Beaufort House (T)	40	50	..	60	
	Kingwood-road	60	62	..	60	
	Langford-road	60	53	Langford-road enlargement (20	80	
	New King's-road	60	56	..	60	585
	St. Dunstan's-road	60	58	..	60	
Hammersmith ..	Brackenbury-road	60	63	..	60	
Kensington, N. ..	Edinburgh-road ..	60	76	..	60	
Kensington, S. ..	Sirdar-road	100	90	St. Mary's-place (80) (In lieu of Sirdar-road)	80	
Finsbury, Central	"Hugh Myddelton"	100	99	Winchester-street (60)	160	
Finsbury, E. ..	Bath-street	60	69	Wenlock-road (60) (In lieu of Bath-street)	60	
Holborn	Drury-lane (T) ..	40	23	..	..	
Islington, E. ..	Ambler-road	40	27	Ambler-road (60) (In lieu of temporary school)	60	718
	Ecclesbourne-road	40	38	Halliford-road (60) (In lieu of Ecclesbourne-road)	60	
Islington, N. ..	Upper Hornsey-road	60	73	..	60	
Islington, S. ..	..	..	..	..	..	
Islington, W. ..	Offord-road	80	..	..	80	
Deptford	Edward-street	100	102	..	100	
Greenwich ..	Catherine House	66	12	..	60	
	Glenister-road	60	36	..	60	616
Lewisham ..	Plassy-road	80	†75	..	80	
Woolwich	Ancona-road	80	43	..	80	
	Powis-street	60	33	..	60	
Bethnal Green, N.E.	Cranbrook-road (T)	40	42	Mowlem-street (60) (In lieu of Cranbrook-road)	60	
Bethnal Green, S.W.	Daniel-street	80	80	..	80	
	Abbey-street	80	86	..	80	
Hackney, Central	Enfield-road	60	76	..	60	
Hackney, N. ..	Northwold-road	60	32	..	60	
Hackney, S. ..	Princess May-road	60	59	..	60	712
	Berger-road	80	74	..	80	
	Lamb-lane	60	58	..	60	
	Windsor-road	60	56	..	60	
Haggerston ..	Maidstone-street (T)	40	42	Brunswick-street (60) (In lieu of Maidstone-street)	60	
Hoxton	St. John's-road	40	54	St. John's-rd. enlargement (40)	80	
Camberwell, N. ..	Gloucester-road	60	77	Gloucester-rd ,, (20)	80	
Dulwich	Goodrich-road	60	47	..	60	
Peckham	Leo-street	60	79	..	60	534
	Choumert-road	60	74	Basing-road (120) (In lieu of Choumert-road)	120	〃
Newington ..	..	..	..	Beresford-street (80)	80	
Walworth	Sayer-street	100	99	..	100	
Battersea	Shillington-street	80	120	Basnett-road (120)	200	
Clapham	Telferscot-road	40	13	..	40	
Wandsworth ..	Earlsfield (T)	40	38	Earlsfield (P) (60)	60	
	Ensham street (T)	40	42	Broadwater-road (40)	60	
	Garratt-lane	60	72	..	60	
	Hearnville-road	60	53	Mitcham-lane (40)	100	
	Warple-way (T)	40	38	..	..	914
	West Hill	40	27	..	40	
Brixton	Cormont-road	60	42	..	60	
	Santley-street (P)	40	40	..	80	
	Santley-street (T)	40	40	..	..	
Kennington ..	Kennington-road	80	42	..	80	
	Priory-grove	40	47	Priory-grove (80) (In lieu of temporary school)	80	
Lambeth, N. ..	..	..	..	..	..	
Norwood	Sussex-road	60	40	Gipsy-road (40)	100	

† Carried on up to December 23rd at Holbeach-road.

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TABLE I.—*continued.*

(*c*) MENTALLY DEFECTIVE—*continued.*

County Electoral Division.	Existing. School.	Accommodation.	Roll on the 23rd Dec., 1904.	Projected. School and probable Accommodation.	Total Accommodation. Existing and Projected, omitting Schools to be closed.	Total No. of Blind Children Scheduled Lady-day, 1904.
Hampstead ..	Kingsgate-road	60	60	..	60	
Marylebone, E. ..	..	..	..	..	..	
Marylebone, W. ..	Capland-street	60	61	Campbell-street (80) (In lieu of Capland-street)	80	
Paddington, N. ..	..	..	..	..	..	
Paddington, S. ..	"Moberly" (T)	40	49	"Moberly" (60) (In lieu of temporary school)	60	642
St. Pancras, E. ..	"Brecknock"	80	67	..	80	
	Camden Hall	40	52	Camden Hall (40) (In lieu of temporary school)	40	
St. Pancras, N. ..	Mansfield-road	80	79	..	80	
St. Pancras, S. ..	Cromer-street	60	59	..	60	
St. Pancras, W. ..	..	..	..	Stanhope-street (40)	40	
Bermondsey ..	"Chaucer"	40	50	..	40	
	Galleywall-road	80	64	..	80	
	Riley-street	60	63	..	60	315
Rotherhithe ..	..	..	..	..	..	
Southwark, W. ..	Pocock-street	80	116	..	80	
Bow and Bromley	Old Ford-road (T)	60	62	Monteith-road (80) (In lieu of Old Ford-road)	80	
				Imperial-street (40)	40	
Poplar	British-street (T)	40	38	Janet-street (60) (In place of British-street)	60	
	Culloden-street	60	69	..	60	
Limehouse ..	..	..	..	Farrance-street (40)	40	
Mile-end	Portman-place	40	43	Portman-place (60) (In lieu of present school)	60	
				South-grove (60)	60	698
	St. Paul's-road (T)	40	14	..	..	
St. George's-in-the East	Berner-street	40	52	Enlargement (20)	60	
	Cable-street	60	62	..	60	
Stepney	St. James' Mission	40	54	Brook-street (60) (In lieu of St. James' Mission)	60	
	Smith-street	40	41	..	40	
	Trafalgar-square	60	59	..	60	
Whitechapel ..	Deal-street	40	43	Deal-street (60) (In lieu of temporary school)	60	
St. George, Hanover-square	..	..	..	..	..	
Strand	..	..	..	..	..	
				Crown-court (60)	60	174
Westminster ..	Millbank	60	57	..	60	
City of London ..	..	..	..	..	..	
	TOTAL ..	4446	4191	..	5346	5808

(*d*) PHYSICALLY DEFECTIVE.

Chelsea	..	..	..	..	..	
Fulham	..	..	..	..	..	
Hammersmith ..	Brook Green (T)	80	109	Faroe-road (60) (In lieu of Brook Green)	60	
				Peterborough (80) (In lieu of Brook Green)	80	208
Kensington, N. ..	..	..	..	..	..	
Kensington, S. ..	..	..	..	..	..	
Finsbury, Central	..	..	..	..	..	
Finsbury, E. ..	..	..	..	..	..	
Holborn	..	..	..	..	..	
Islington, E. ..	"Forster"	80	18	..	80	235
Islington, N. ..	..	..	..	..	..	
Islington, S. ..	..	..	..	..	..	
Islington, W. ..	..	..	..	..	..	

TABLE I.—*continued.*

(*d*) PHYSICALLY DEFECTIVE—*continued.*

County Electoral Division.	Existing. School.	Accommodation.	Roll on the 23rd Dec., 1904.	Projected. School and probable Accommodation.	Total Accommodation. Existing and Projected omitting Schools to be closed.	Total No. of Blind Children Scheduled Lady-day, 1904.
Deptford ..	Edward-street (T)	60	70	Randall-place (60) (In lieu of Edward-street)	60	
Greenwich ..	..	..	..	Canterbury-road (60)	60	145
Lewisham ..	..	..	..	..	..	
Woolwich ..	Powis-street	60	..	..	60	
Bethnal Green, N.E.	..	..	..	..	..	
Bethnal Green, S.W.	Mansford-street	40	66	..	40	
Hackney, Central	..	..	..	Culford-road (60)	60	
Hackney, N. ..	..	..	..	..	..	172
Hackney, S. ..	College-lane	60	54	..	60	
Haggerston ..	..	..	..	..	..	
Hoxton	..	..	..	..	..	
Camberwell, N. ..	..	..	..	..	..	
Dulwich	Danby-street (T)	40	60	Friern (60)	60	
Peckham ..	..	..	..	..	..	185
Newington, N. ..	..	..	..	Doddington-grove (60)	60	
Walworth ..	..	..	..	..	..	
Battersea ..	..	..	..	..	..	
Clapham ..	Tennyson-street (T)	80	91	..	80	
Wandsworth ..	Earlsfield (T)	40	50	..	60	
Brixton	..	..	..	Acre-lane (60)	60	265
Kennington ..	..	..	..	South Lambeth-road	40	
Lambeth, N. ..	..	..	..	..	..	
Norwood	..	..	..	..	..	
Hampstead ..	..	..	..	..	..	
Marylebone, E. ..	..	..	..	..	..	
Marylebone, W. ..	..	..	..	..	..	
Paddington, N. ..	Essendine-road	80	95	..	80	
Paddington, S. ..	..	..	..	..	..	257
St. Pancras, E. ..	..	..	..	..	..	
St. Pancras, N. ..	..	..	..	..	..	
St. Pancras, S. ..	..	..	..	..	..	
St. Pancras, W. ..	Tavistock-place	53	81	..	53	
	Haverstock-hill (Temp.)	60	63	Haverstock-hill (Perm.) (60)	60	
	National Orthopædic Hospital (T)	40	20	..	40	
Bermondsey ..	Old Kent-road	70	104	..	70	
Rotherhithe ..	..	..	..	..	..	178
Southwark, W. ..	..	..	..	..	..	
Bow and Bromley	..	..	..	Parnell-road (80)	80	
Poplar	Bromley Hall-road (T)	60	65	Bruce-rd. (60) (neighbourhood)	60	
Limehouse ..	..	..	..	..	..	
Mile End ..	High-street, Shadwell	60	52	..	60	
St. George's-in-the-East ..	..	..	..	..	..	185
Stepney	..	..	..	..	..	
Whitechapel ..	Commercial-street (T)	40	13	Fieldgate-street (40)	40	
St. George, Hanover square ..						
Strand	..	..	..	..	..	28
Westminster ..						
City of London ..						
	TOTAL	903	1011		1463	1858

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SUMMARY.

Special Schools.	No. of existing Schools.	Existing.		Projected.	
		Accommodation.	Roll on the 23rd December, 1904.	Total Accommodation, Existing and Projected, omitting Schools to be closed.	Total Number of Defective Children scheduled, Lady-day 1904.
(*a*) Blind - - - - -	10	309	284	311	335
(*b*) Deaf - - - - -	12	706	582	749	624
(*c*) Mentally Defective - -	76	4,446	4,191	5,346	5,808
(*d*) Physically Defective - -	17	903	1,011	1,463	1,858

TABLE II.

Comparative Statement of the Accommodation and Roll in Schools for Blind, Deaf, Mentally and Physically Defective Children for the last 11 years.

Year.	Blind.		Deaf.		Mentally Defective.		Physically Defective.	
	Accom.	Roll.	Accom.	Roll.	Accom.	Roll.	Accom.	Roll.
1893	—	175	—	436	—	277	—	—
1894	—	175	—	454	—	347	—	—
1895	127	128	589	495	744	545	—	—
1896	110	128	601	515	954	854	—	—
1897	110	140	638	515	1,974	1,035	—	—
1898	110	136	676	524	1,914	1,236	—	—
1899	154	160	624	510	1,850	1,673	—	—
1900	162	195	752	556	2,000	2,075	—	—
1901	209	220	711	551	2,183	2,381	31	43
1902	256	226	730	553	2,781	2,826	231	151
1903	271	233	804	569	3,219	3,063	360	321
1904	309	284	706	582	4,446	4,191	903	1,011

TABLE III.

THE AGES OF CHILDREN IN THE SPECIAL SCHOOLS

Class of Special Schools.	Ages of Children by Departments.																					
	Boy's Department.											Girls Department.										
	Under 7	7-8	8-9	9-10	10-11	11-12	12-13	13-14	14-15	15 & over	Total	Under 7	7-8	8-9	9-10	10-11	11-12	12-13	13-14	14-15	15 & over.	Total.
(1) The Blind	9	8	11	14	16	12	16	8	19	8	121	9	8	10	15	17	13	16	14	14	17	133
Total (Boys and Girls)	18	16	21	29	33	25	32	22	33	25	254											
(2) The Deaf	37	28	32	30	29	31	34	31	37	37	326	18	28	22	28	19	28	23	27	24	20	237
Total (Boys and Girls)	55	56	54	58	48	59	57	58	61	57	563											
(3) The Mentally Defective	13	201	329	345	313	284	236	185	91	60	2057	8	128	223	224	244	192	189	140	90	53	1501
Total (Boys and Girls)	21	329	562	596	557	476	425	325	181	113	3558											
(4) The Physically Defective	18	43	50	52	55	50	39	32	19	11	369	11	26	45	55	39	62	41	28	20	12	339
Total (Boys and Girls)	29	69	95	107	94	112	80	60	39	23	708											

7633. (*Dr. Dunlop.*) You have a very wide experience of these Special Schools?—I had a great deal to do with them for four years.

7634. Can you give us a little information about the result of the education: how far the majority of these special school children can be educated?—From my own personal experience I formed the favourable opinion that a considerable proportion—the majority—could be educated, and I should say about half were capable of earning their own living to a certain extent.

7635. What do you mean by "could be educated"; do you think they can ever pass the sixth or seventh standard?—No, but I think in certain cases they might pass the fifth.

7636. What proportion of children?—I should say a very small proportion.

7637. In fact the great majority of them never really fully pass the second?—No, I would not say that; I should say some could well pass the third.

7638. The opinion I got in the special schools yesterday was not quite so good as that. The second or third is a favourable result?—I should say that is the average result.

7639. You are of opinion that one half of them are able to support and care for themselves afterwards?—Yes, more or less.

7640. Have you followed the children after they have left the school, at all?—In certain cases.

7641. In any number?—I have followed three or four cases in about fifteen different schools.

7642. That is about fifty or sixty?—Yes.

7643. How many of these are able to support themselves?—Out of those I think I may safely say about thirty-five were entirely earning their own living as domestic servants.

7644. In ordinary situations?—In ordinary situations.

7645. Not in picked situations?—No, not in picked situations, in ordinary situations.

7646. They were such that any ordinary house mistress would employ?—Yes.

7647. Were these fifty or sixty cases picked ones—the most hopeful cases in these schools, or were they just average cases?—I think they were mostly selected cases.

7648. That is a very large amount of success, is it?—I think it is.

7649. I notice a great many of these children stop attending after they are twelve?—Yes.

7650. I suppose those who are only there up to twelve, of the special school children, are not much use afterwards?—In many cases those children after twelve go back to the ordinary school till they are fourteen.

7651. They are probably the best of the lot?—They are probably the best of the lot.

7652. The cases you talked about just now are cases that have not gone back?—Yes; they went right through to sixteen.

7653. In the special classes?—In the special classes.

7654. Do you know this residential Home of the County Council? Of course, you have been there?—Rastell Avenue, yes.

7655. What is the special function of that—what class of cases?—For the class of cases of children who were either very difficult to train in the ordinary special school; that is to say, they upset the class and caused a good deal of waste of time and education to the other

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children; and in other cases they were children who had particularly bad homes. These children were very amenable as long as we had them in the school, but they would at once relapse into unfortunate habits even in the matter of going to and fro to their homes.

7656. Where are these children educated?—When I left the County Council they were in Rastell Avenue.

7657. Getting their lessons there?—No, going to a neighbouring school, Telferscot Road, under the guidance of the matron who took them there and back in the morning and evening.

7658. It is specially adapted for troublesome children?—It is specially adapted for troublesome children.

7659. There have been some expulsions from there, have not there?—There were none while I was there. I do not know what has happened since; that is some time ago.

7660. You know the Metropolitan Asylums Board's Homes?—I do; not very well.

7661. Have you any opinion to express about them. Have they met the situation satisfactorily?—From the small experience I had of them, and seeing the children in the special schools, I should have thought "Yes," but I do not claim my experience is wide enough to be of much value.

7662. If the London County Council started residential Homes would they be different from these Metropolitan Asylums Board's Homes?—I could not say in what lines they would be likely to start. I went over one of the Homes with the idea that the School Board might have something of the same kind, but my opinion was not agreed to. It was thought they were not of a sufficiently large character. I mean there were not sufficient premises and grounds for the children.

7663. Would you tell us a little more about the cost of these schools. The cost is more than double what the ordinary school children cost?—I think probably it is.

7664. I think you said it works out at £7 1s. per head? Yes.

7665. Is that an increasing or diminishing cost—is it going up or down?—I should think there has not been much change, but I would rather give that answer under correction because so many of the arrangements have been altered.

7666. (*Mr. Byrne.*) You heard the question that I put to Mr. Allen. Being familiar with the reformatory and industrial school system, would you think that it might properly be adopted for use with regard to defective children if arrangements were made for their further detention; in other words, would you like voluntary and philanthropic effort to be allowed a fair share of this work?—Yes, I should.

7667. (*Mr. Greene.*) Can you tell us whether there is any way of ascertaining the number of feeble-minded or mentally defective persons in London?—It is generally done from the ordinary schools who report to the County Council any children whom they suspect of being feeble-minded. Then examinations are held at the different centres for the children, where the medical man either passes them or not.

7668. Do you think that exhausts the number so that you can pretty well ascertain how many there are that require special treatment?—I think so; I think it is proving so more and more each year.

7669. Is there any statistical record of the number kept anywhere?—I think it is kept at the County Council—the last schedule of them.

7670. I suppose we could get at the number from them—they would be good enough to let us have it?—I should think there would be no difficulty.

7671. Might I ask whether, except in London, you have any knowledge of the number of persons that have to be treated?—No, my experience has only lain in London.

7672. Could you suggest what means we could take to find the number that ought to be provided for throughout the country?—I should think through the local education authorities would be the only way.

7673. They are not as active as the education authorities in London in looking up children?—I think not. I think the different counties vary; some are taking more steps than others.

7674. (*Dr. Donkin.*) I suppose we may take the statement at the top of page—as expressing your own opinions as to the educability of the mentally defective?—Yes.

7675. And the mentally defectives in this sense are those who are sent to the special schools and who may be regarded as the most educable of all the feeble-minded, of all those who are not normal?—Yes.

7676. You are of opinion then that two-thirds are practically not likely ever to be able to run alone, as it were; to support themselves?—I should rather have modified that statement by saying that they can partly; I think a large proportion of them can earn a certain amount, but they cannot totally support themselves.

7677. Not totally support themselves, nor earn their own living without some amount of care and supervision?—Quite so.

7678. Would you say that the best result that can be hoped for is that one-third of the best class of mental defectives become self-supporting?—Become completely responsible. I feel rather a difficulty in describing exactly the cases that I mean, because I think that two-thirds of these children under proper supervision can earn money; but if you put them on their own feet, then I think not.

7679. Then you would be of opinion that it is a very much more important object to establish permanent care for these children after school age than to spend much money on the further instruction of those who are technically called imbecile?—Yes.

7680. It is, from the point of view of the community at large, comparatively of greater practical importance?—Yes.

7681. You would say from what you have seen of the mentally defective that a large number of them when they are beyond school age are very much more likely to be harmful to themselves, and particularly to the community, than any number of imbeciles?—I would not go quite so far as that, because I think they are both a great danger to the community; it is very difficult to draw the line as to the amount of danger that each are.

7682. The two thirds you speak of here, at present are free—at large; but few imbeciles are?—Yes.

7683. I am only trying to get your opinion as to the value of the contention that there should be more compulsory provision, and further education for imbeciles, and as to the comparative importance of teaching and controlling the feeble-minded?—I think the latter is of the greatest importance.

7684. It seems from this that only one-third can be expected to have a large share of success, and that therefore two-thirds approximate very closely to the slightly improvable imbecile?—Yes, quite.

7685. I suppose a large proportion of girls who are supporting themselves in domestic service do get a certain amount of supervision?—Yes, they do.

7686. From the very fact of their being in domestic service, the people who employ them must know where they have come from?—They know in each case where the girls come from, and I think they do give them special supervision.

7687. Have you any experience of what becomes of the best class of boys when they leave the school?—I think a large proportion become van boys. A considerable number I used to know became van boys.

7688. And kept their places?—Yes, I think they kept them quite fairly well.

7689. Were there as many boys who did well, became really self-supporting, as girls; or what was the relative proportion?—I am afraid I could not tell you; personally I came more in contact with the girls.

7690. (*Mr. Dickinson.*) I notice in your statement under the heading "Further Powers," you say that the Local Government Board have approved a scheme whereby the training of mentally defective Poor Law children can be continued up to twenty-one, and that that is a step in the right direction, and you think that that

scheme ought to be extended to other than Poor Law children ?—Yes, I should like to see that.

7691. Would you extend it by committing to permanent care at twenty-one such cases as constituted a danger to themselves and society at large, or posterity. That means that between the age of fourteen and twenty-one you think there ought to be some power which would, I suppose, compel those particular children to undergo further education ?—I think so; there should be no gap.

7692. Those are children who in very many cases are capable of earning a small living ?—Yes.

7693. And who, I suppose, in your experience are largely made use of by their parents for that purpose ?—They are; a certain number.

7694. Nevertheless, you think it would be justifiable to say that no parent of such a child should be entitled to allow his child to earn money between the ages of fourteen and twenty-one ?—It is only certain cases I suggested should be kept until twenty-one. You need not of necessity keep those children who are obviously improving till twenty-one; it does not mean that you must keep them.

7695. I only wanted to know what was in your mind with regard to this. As to these children at the special schools, one-third, you think, can go out safely, but the remaining two-thirds you contemplate leaving in some school—what school would you leave them in ?— I should like them to be drafted into the school for the elder mental defectives, because I think at twenty-one you can tell better whether they are likely to become normal people or whether they are not; it would be under the same authority as the others.

7696. They would not be residential Homes ?—No.

7697. You think they should be continued in some ordinary school up to the age of twenty-one ?—Yes.

7698. Being educated by the ordinary day training ?—Yes; of course, in certain cases they might be in the residential Homes if such are going to exist.

7699. There would be very considerable difficulty, would there not, in keeping these young people in such schools as that during a period of, say, seven years ?—I quite see that it might be difficult, but I think perhaps as the Local Government Board have thought that it was feasible it might be followed up by other bodies.

7700. That is to say that children who were by some authority declared to be incapable of looking after themselves should be compelled to continue at these schools ?—Yes.

7701. I should have thought it would have been almost wiser to have compelled them all to be in custodial Homes ?—I do not think you could of necessity put all the cases in custodial Homes. I think that the great difficulty of the whole question of the feeble-minded is the different gradations that you have to face in them.

7702. You could not go on giving these children, until twenty-one, ordinary education ?—No, but you might give them some manual training.

7703. You would have to give them work ?—Yes, work.

7704. You would practically have to have manual training day schools for them ?—Yes.

7705. That is what is in your mind ?— Yes, it would be an extension of the principle, already, I understand, agreed to, of the elder boys and girls being taught manual trades half of their day already in the special schools. I should like to see that amplified so that they might have a greater opportunity of learning trades, beginning with manual work in school and really becoming, so far as they can become, master of a particular trade.

7706. Do you think if these feeble-minded children were kept on at special schools learning such manual training as was suitable to them, at the age of twenty-one they would be more likely to earn their own living ?—I think they would be more likely than they are at present.

7707. You think that at the present moment we do not do all we should to fit them to go out into the world ?—I think we turn them out at an unfortunate age when they have not yet had sufficient training to really profit by the years that they have had; I think the profit of the extra years would be very great.

7708. Of course, there is no difficulty now in giving the necessary instruction to these persons up to twenty-one, provided they are willing to receive it ?—I think that has not been considered; it certainly was not considered by the School Board, and I do not know that it has been by the County Council.

7709. The School Board could not have done it. Would you be able to say whether that is so or not—that provided the individual is willing to go on and continue at the schools there would be no difficulty in the County Council legally providing them with education?—Legally, I think there would not be; practically, inasmuch as the accommodation is insufficient, there would be a difficulty. I may state that children under sixteen have the legal right to education.

7710. And that, if it were possible, would be a satisfactory solution of the question with regard to a considerable number of these children ?—I should hardly like to use the word "solution," because there are difficulties all round, but I think it would be a very admirable method to try.

7711. It would be an alternative to shutting them up in residential institutions ?—Yes.

7712. And an alternative that would be, in your opinion, useful ?—Yes, from what I have seen I think it might be.

7713. Of course, with regard to those who would not avail themselves of this, you have to get powers of compulsion ?—Yes.

7714. You would really have to extend the power of compelling education up to twenty-one ?—Yes.

7715. Parliament would have to declare that in these particular cases the County Council should be empowered to compel the attendance up to twenty-one. ?—Yes, quite so.

7716. May I turn to those figures that you have given us on page 418. I do not know whether you will be able to give the details of them. Look at your first figure on page 418, giving the mental defectives; the total scheduled in 1903, is 2,942. If you turn to page 426, you will see there you have in the last column the total number of defective children scheduled Lady Day, 1904, that is a year later; that number is 5,808. Can you tell me to what that great increase is due ?—I think to an immense extent it is due to the more searching inquiries that were made in the ordinary schools for these defective children to be sent to the special schools.

7717. What is this total number scheduled. The total number of the children scheduled are children who are scheduled, by visitors, as of school age and fit for elementary education ?—Yes.

7718. Do these visitors inquire into the question of the mental calibre of the child ?– No, they do not; it is the doctors who entirely decide which school they should go to, whether to a special school or not.

7719. I am anxious to get at what the total schedule is, 2,942 of defective children, they are not scheduled, by the visitors, but in some other way ?—I should anticipate that this schedule had been made by the visitors from the schedule for the ordinary schools. They would get the return from each ordinary school—how many children had left for the special schools in one case. They would also schedule the children in the special schools.

7720. You will see that on the same page you give the existing accommodation and existing roll on the 23rd December, 1904. The existing roll was 4,191. The total scheduled being 5,808 is a different figure from the number of children that we have got hold of, so to speak, on the roll ?—I quite see that discrepancy. I am afraid I should have to refer you to the office figures for that. My memory does not take me back so far as to know what would account for that extra number.

7721. I am anxious to get at what the 2,942 is. Who has said there are 5,808 defective children in London ?—I think it would be quite open to you to get that information from the office of the County Council.

7722. Your figure 2,942 works out at 1 in 300; if the figure is 5,808, it makes a very great difference ?—That was in 1903.*

* For corrected figures (up to-date) *vide* page 412 (col. 1).

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7723. Yes, but they are two consecutive years. I suppose I may take it, what Mr. Allen said is a rough approximation, that there are 5,000 you have to deal with?—Yes, that is what I should have said.

7724. 5,000, of whom one-third, or 2,000, say, we need not trouble any more about, and the remaining 3,000 are those whom something must be done for?—Yes.

7725. That is 3,000 children in the schools at the present moment or of school age?—Yes.

7726. That is children of school age who are of a character suitable for elementary education?—Yes.

7727. To that must be added, I suppose, an additional number for those who would not come under the visitors' consideration at all?—Yes, I should think you would have to add some.

7728. Have you any idea what proportion of children there are in London over and above the 884,000 who are scheduled as elementary children?—I am afraid I could not tell you.

7729. Having arrived at 3,000 as being the number of children in the schools, at this date can you give me at all an idea as to what proportion of those children go out to the world, say, each year?—How many leave the schools each year?

7730. Yes?—No, I am afraid I could not; I could let you know that, but I have not got the figures in my head. I should not like to quote them incorrectly.

7731. That is the proportion that we are concerned with?—Quite so.

7732. Upon the assumption that the County Council did take over the duty of providing for these persons who cannot provide for themselves, that is the two-thirds that you mention, you have no estimate at all in your mind as to what number of persons we should permanently have to provide for?—I do not think it would be possible.

7733. I want to ask you one or two questions on what you say on page 418: "It has been repeatedly noticed what a marked physical improvement takes place in many of the crippled children after their admission to the Special Schools." That, I understand applies to defective children?—Yes.

7734. It is physical improvement in the defective children?—Yes.

7735. And also, as you have told one of the Commissioners, a mental improvement too?—I think undoubtedly.

7736. One question about the cost on page 419. That cost per head of the blind works out at £25 and the deaf £21. I suppose that difference is due to the fact that there are a good many more deaf than blind?—And in nearly every case the deaf schools are larger than the blind; the larger number you have the cheaper it works out.

7737. I see you lump the mental defectives and the physical defectives together, and that works out at £7 per head?—Yes.

7738. That is compared with £3 2s. 0d., cost per head of a child in an ordinary school, so that the cost of a child in a defective school is rather more than double the cost of a child in an ordinary school?—To what is that due?—To the small numbers and the extra staff that is required for them to a great extent, and also, I believe it was clearly proved, the great expense of the building of the schools, that they very often have to be put in a crowded area, and the site is an extremely expensive one. But the main point that these figures refer to would be the extra cost of the staff.

7739. Can you give us any idea to what that is due?—The classes are smaller, are they not?—Yes.

7740. The ordinary average class in an ordinary school in London is something under fifty?—Yes.

7741. What would be the ordinary average class in a special school?—The average would be about eighteen.

7742. Then you have to have three teachers to one teacher in an ordinary school?—Yes.

7743. And that would easily account for the extra cost?—Yes.

7744. Is that necessary?—It has been laid down by the Board of Education in sanctioning these schools that no teacher is to teach more than twenty of them. I think it is necessary because I think they require so much individual attention and so much individual development.

7745. You attach importance to the provision of special schools for children being made compulsory on the education authorities?—Yes, I do.

7746. That would not apply to London, because London has done it?—It would apply almost entirely to the country.

7747. Have you considered how that could be done? It would naturally be a very difficult thing for some of the County Councils to establish schools?—Of course; I have not gone very carefully into it, because my time has been occupied with London, but I should suggest it might be possible for counties to combine together to have one residential school.

7748. Then it must be residential?—It would in that case; I think it would be extremely difficult in country districts to have a special day school; the difficulty of the distance for the children to go would be almost insuperable.

7749. I think you took some interest in this question about dealing with children who were not educable. Can you tell us anything about that? I mean the imbeciles—what you refer to on page 420. That problem has not yet been solved at all?—No, it has not, yet. Nothing was done in the days of the School Board; it was left as a legacy.

7750. What could be done to get over that difficulty—the difficulty that there are a certain number of children who are too bad for the special schools, and yet not bad enough to go to Darenth, or anywhere?—I think it is an extremely difficult problem; I think the only possible solution is to have schools like Darenth, on the same lines, to accommodate them.

7751. Those schools would be special schools managed by the County Council, but without this restriction of the Act of 1898?—Yes. I think, as Mr. Allen said, there were so many cases coming before the doctors in their medical examinations of children who had to be written down imbecile for whom there was no provision, and the number is increasing.

7752. I suppose that also arises in the special schools themselves; there are a good number of children whom the teachers would wish to get rid of and cannot get rid of?—I think there are a considerable number they would wish to get rid of, but no child is in a special school except by medical authority. Therefore they could not be passed into the school as imbeciles.

7753. I suppose there are children in the special schools who are from time to time inspected by the medical officer of health and turned out?—Not by the medical officer of health.

7754. By the Council's medical officer?—Yes.

7755. Those children have nowhere to go to?—They have nowhere to go to.

7756. One question on Page 421: with regard to training schools for elder mentally defective children, what have you done?—When I left the Education Committee at the beginning of the year they had agreed to establish four of these schools, I think it was.

7757. They have not been established, have they?—I could not tell you. It had passed the Sub-Committee of the Special Schools. Two had been established before I left.

7758. Those would be schools for boys from twelve to sixteen?—Yes.

7759. Something on the lines which you have arleady been explaining?—Yes, and it has been agreed that the trifling expense should be paid for them to go there in cases where they live too far away to walk.

7760. But that has not yet been put into operation I suppose?—Only in those two cases.

7761. (*Mr. Byrne.*) I understood you to say to Mr. Dickinson that it is desirable that the powers of the

Education authority should be extended over children who have attained the present limit of age, and if provision were made for making their future training more of a manual description, that you would approve of it being continued up to eighteen or twenty-one ?—Yes.

7762. I presume that only applies to such children with regard to whom you have very great hopes indeed of making them able to return into free life ?—Certainly.

7763. Only a very small proportion of the defectives. You would not dream of educating further in this very expensive way, children whose return to freedom was hopeless; you would put them to work ?—I should give those children a different kind of training, because I think if you are going to keep them under control they would still be able to do a certain amount of labour which will bring in a certain amount of money towards their own support. Therefore in those simple things I should continue their training.

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7764. But the training would be mostly by making them do the things; they would learn to clean windows by doing it ?—Yes; for instance training the girls in laundry work.

7765. So to a certain extent it is misleading to say you would continue their education up to twenty-one; that would rather frighten the public, would it not ?—Perhaps it would.

7766. It would be a fairer way of putting it to say as soon as you knew they would have to be permanently detained you would set to work to make them earn their living, or the greater part of it, as quickly as possible ?—Yes.

7767. You agree entirely then with what Dr. Kerr says on page 440 (par. *e*). "In such cases the expensive educational work of the special school is of course wasted ?"—I do.

JAMES KERR, Esq., M.D., called; and Examined.

James Kerr Esq., M.D.

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7768. (*Chairman.*) You have given us this statement; will you put it in as part of our evidence, or is there anything you wish to alter ?—I do not think there is anything material for alteration. I think that will do.

STATEMENT OF EVIDENCE BY JAMES KERR, ESQ., M.D., ON BEHALF OF THE LONDON COUNTY COUNCIL.

JAMES KERR will state that—

He is a doctor of Medicine of the University of Cambridge, and holds a Diploma in Public Health from that University. He was Medical Superintendent to the Bradford School Board, and was for years Medical Officer of the London School Board, and is now Medical Officer (Education) to the London County Council.

He has had large experience in dealing, from a medical point of view, with the feeble-minded class of children.

That he gave evidence before the recent Committee on Defective and Epileptic Children, appointed by the Lord President of the Council, in December, 1896, and which was reported on the 7th January, 1898.

He would deal first with those whom he would describe as—

MENTALLY DEFECTIVE (including (*a*) Special Class Children, (*b*) Imbecile, and (*c*) Idiotic).

In connection with the Education Authority, the Medical Officer knows the individuals of these mentally defective classes as children.

The Elementary Education (Blind and Deaf Children) Act, 1893, imposed on every school authority the duty of providing specially for the elementary education of the blind and deaf children in their district for whose elementary education efficient suitable provision was not otherwise made.

The necessity of dealing educationally with mentally defective children received statutory recognition so recently as 1899, when the Elementary Education (Defective and Epileptic Children) Act was passed, which Act was the outcome of the Committee on Defective and Epileptic Children, referred to above.

That previously to the passing of this Act, although various Public Education Authorities had of their own initiative instituted special classes for mentally defective children sent to their schools, they had no statutory authority to do so (except as regards blind and deaf children), and no means of compelling children to attend such classes.

The Elementary Education (Defective and Epileptic Children) Act of 1899 empowers a school authority to provide for the education in special classes of children who, *not being imbecile* and not merely dull or backward, are incapable of receiving proper benefit in the ordinary Public Elementary Schools, but not incapable of receiving benefit from instruction in special classes.

This is a rough and practical division of the "feeble-minded," which places in one class the "imbecile" defining him educationally as a child "not capable of receiving proper benefit from instruction in an ordinary Elementary School, *or in a special class*," and taking them away from the purview of the Education Authority, and which places in the other class such feeble-minded children as are incapable of receiving benefit from instruction in an ordinary public Elementary School, but are capable of receiving benefit in a special class.

This division, however, depends on the meaning to be given, both to the words "incapable of receiving benefit from instruction in an ordinary public elementary school," and to the words "capable of receiving benefit from instruction in a special class." Unless one is satisfied that the child comes within the first words quoted he is educationally an ordinary child.

The difficulty of saying what is proper benefit from instruction in a special class is very great, and no distinct line can be drawn between the markedly feeble-minded and the imbecile.

As there is no provision specially relating to the care of those excluded as "imbecile," the tendency has been to assess most doubtful children as "capable of proper benefit," and the special classes contain a considerable number of such children, who have been given the benefit of the doubt, but later, from experience, have to be excluded, and often from that time are allowed to roam the streets without control.

Witness has no official knowledge of what happens to such excluded children, but he knows that frequently from that time they are allowed to roam about the streets without control.

They can presumably be dealt with by the Guardians of the Poor under the Lunacy Acts and the Poor Law Acts, and some of them are no doubt so dealt with and eventually get into the county asylums or the asylums of the Metropolitan Asylums Board. Some few points as to existing powers are set out below. This is, however, a matter not wholly within witness's official cognizance, but some information on the subject will be offered to the Committee by gentlemen from the Asylums Department of the London County Council, and further information could no doubt be furnished by Boards of Guardians and the Metropolitan Asylums Board.

A considerable proportion of those who are properly included in the group of feeble-minded are capable of benefiting by education, but have other qualities which make them incapable of ever becoming worthy citizens, and point to the necessity of State supervision, either for a time or permanently.

There are at present in the London area :—

Special Schools for	mentally defective (Day) ..	76
,, ,,	physically ,, ,, ..	16
,, ,,	blind (Day)	7
,, ,,	,, (Residental)	2
,, ,,	deaf (Day)	10
,, ,,	,, (Residential) ..	1
,, ,,	epileptics	None
,, ,,	blind and mentally defective	1
,, ,,	deaf and mentally defective	1
Observation schools	.. ..	None
Custodial Home for mentally defective girls	..	1

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Medical Examination of Children for Special Schools.

Before a child can be permanently admitted to one of the council's special centres it must be examined by the medical officer. Head teachers are required to report cases of blind, deaf or mentally defective children coming under their notice, but nominations are also received from divisional superintendents, charitable bodies, managers, parents and others.

Mode of Procedure for Admission in Special Classes.

A family history form (52 L) is filled up in respect of each child. The nomination is allocated to the centre nearest to the child's home. When a sufficient number of nominations have been received, a medical examination is held.

Before the examination is held, an admission card for each child to be presented is forwarded either to the head teacher or divisional superintendent. All papers are sent to the medical officer, who is to conduct the examination. Ten of these examinations are held weekly and twenty children are asked to attend at each examination.

As the children are examined the medical officer completes the cards, filling in his decision as to the child's future education. After the examination the cards are forwarded to the education offices. When these cards are received the results of the examination are entered in a register. The cards in respect of children who did not attend are carried forward, and the remainder are distributed to the officers concerned.

From the register, returns are made showing children who are fit for deaf, blind, mentally and physically defective centres, custodial Homes, institutions, also cases who are imbecile and epileptic.

At first it was supposed that the classification into feeble-minded and imbecile would be sufficient. In practice it is now found that the medical examiners classify children as follows:—

1. "*Spurious mental defect*"—the so called "merely dull" (see sect. 1 of the 1899 Act), a large class of cases in which it is doubtful whether they should be sent to an ordinary school, or to a special class. Some intermediate kind of school is really required for these; as a rule admission to the special class is refused to most of those presented at the medical officer's examination.

2. *True mental defectives* suitable for special classes.

3. *Those so very defective* that it is doubtful whether they are good enough for the special classes. They are usually sent there on probation, and after a short trial go into

Class 2, being allowed to remain, or
Class 4, being dismissed as "imbecile."

4. *Imbeciles* who must, under the 1899 Act, be refused admission to special schools.

The classification of these children may depend also on other defects being present in addition to medical defect.

There are a few who present blindness and deafness associated, but, as a rule, it comes on in later school life, and the resulting mental defect is not of great degree.

There are others, but scanty in numbers, who present physical defects, or active disease or offensive conditions which cause their exclusion. Children with ozoena, for instance, or with aural discharge having a penetrating and offensive odour, must be excluded, and also some with bone disease. Children who cannot control the sphincters, and some who have incurably dirty habits.

Of the children who remain under our care, that is those in the special classes, and in the lower classes of the ordinary school some further classification is possible, and from what little we have made out so far, it is highly probable that a careful study of this group of children will yield results of the very greatest importance, not only in relation to mentally defective children, but also to the growth and development of function in the normal individual.

There is further the large class of merely dull, *i.e.*, children in whom there is a want of spontaneity which might be called spurious mental defect, due to environment, want of natural education, exhaustion from want of proper rest and sleep, and debility from want of proper nourishment. The worst cases are not invariably the worst nourished. Witness thinks, however, that in these there is probably a slight degree of mental defect. In examining them the children show nothing definite to lay hold of, there is little abnormal to note. One asks them to hold up two fingers, and then three fingers; and then continues to ask further questions, and the child is noticed to remain with the two or three fingers still up; it seems utterly wanting in spontaneity, and usually the question of special class or elementary school is determined almost entirely by the child's previous school history.

In the case of true feeble-mindedness, and of these cases one may say *en passant* that all the feeding in the world would not prevent a single case, we at once differentiate those who suffer from a general want of development of the higher brain functions, who in fact present what may be called *simple amentia*, and a second class who present feeble-mindedness chiefly in relation to special faculties with comparatively normal development in other ways.

This last class is one of the most interesting. Socially, it embraces the criminal and moral defective, and in other ways also may include children who hitherto have been in some cases treated as imbecile. The groups most easily demonstrated are those who present simple defects.

Some nine years ago the witness found that a boy supposed to be imbecile really was gifted abnormally in many respects, but could not understand spoken words; he was word deaf from want of function in a very limited part of the brain, and until a communication for words was opened up he made no progress. In most other respects he was normal or better than normal, and with this guide to education he was soon able to make rapid progress.

About the same time witness recognised children who could use figures but could not read the simplest words. Since then he has thus differentiated a class of child who cannot be made to recognise words printed; they can recognise them if spelt by ear but not otherwise, they are word blind, some are even letter blind, but most can work easily with Arabic numerals, and this is a large class who have hitherto been so neglected that in after life, when coming before the magistrates for some social lapse, the fact that they cannot read is brought out and laid to the blame of the school authorities for not teaching them better. By knowing the particular defect of these children education can often be made by gaining access to their brains through routes that are not obstructed.

By a proper study of these cases, it is quite probable that a definite discrimination of the defect could be made at a comparatively early age, and, where possible, remedial education applied; certain it is that far-reaching results would be quickly attained, which would influence educational methods everywhere, not merely among the defectives, but among normal children. The study is well worth the spending of a very great deal of time and money, and, therefore, the witness would say that one of the first requirements of the future to which he would direct the attention of the Commission is the need for the scientific study of all exceptional cases among these children. County councils should have power to maintain clinical institutions of a residential nature, and power to transfer children to them to be exhaustively studied both by medical observation and by the laboratory methods of scientific psychology. The reception or classifying Home proposed in the late School Board scheme, placed under the charge of a skilled medical psychologist, would answer this purpose, as the possibilities of study in ordinary special classes are very limited, both in the time and means which can be used, but already in the few short years during which special classes have existed some important generalisations have been obtained which have been indicated shortly.

Finally, of the children who are rejected, either after probation or at once, a very few admitted to the schools steadily degenerate, and have to be excluded. A small class have other troubles, complicated defects, paralysis, offensive diseases or habits, and need not be further considered, as they are only suitable for home treatment or an incurable hospital.

Of those rejected as imbecile the medical officers have to consider, in doubtful cases, not only the child but the

school and teacher. Can the teacher manage this child with any reasonable amount of care? It is known that many parents will do all they can to get an imbecile child taken care of for a few hours daily. Often the child would completely upset a class, but as a rule, if there is the slightest doubt whatever, the child is admitted on probation.

It is difficult to classify this very diverse group; many are not amenable to any reasonable orders, others are destructive, or are cruel and vicious. Some could gain no good from education, and in most cases the question arises: what are we to do with them? This question has been under consideration by various bodies for a considerable time.

The proportions of mentally defective children who are deemed fit for schooling of some sort, and, therefore, submitted to the medical officers' examinations, were found last year in London to be:

Numbers examined, 4,561.
Passed for elementary school, 1,047.
Passed for special education, blind, 54; deaf, 59; physically defective, 702; mentally defective, 1,728.
Rejected at once as imbecile, 143.
Rejected after probation as imbecile, 44.
Rejected as invalids (postponed), 828.
Left, aged 14, permitted to go to work, 140.
Left, aged 14-15, boys, 91; girls, 90.
15 and over, boys, 60; girls, 53.

There are some 4,120 mentally defective children in London under tuition. What is to become of them is a question which has been seriously considered, and two years ago a considerable number of our children were specially examined with regard to this point, and the following conclusions arrived at:—

Except in a few of the worst cases and in some of special difficulty, feeble-minded children should be able to attend special day classes until the age of twelve; after that time a considerable number would be better if under complete control in small residential Homes, and by this age it is also possible to assess the child's future capacity in providing for itself.

Of children over twelve 455 were examined, and in 126 cases it was decided that they were only fit for custodial treatment in the future.

It is to be remembered that a considerable proportion leave these classes to go to work on attaining the age of fourteen, and that the worst cases remain till fifteen or sixteen. On the other hand, the classification has been made rather on their probability of earning a livelihood in the future than on the desirability of separating them from the general community, and probably is too optimistic.

Many who can contribute materially to their own livelihood would be better if under permanent custodial treatment.

In the detailed reports of these classes it is noticeable that a considerable proportion show little moral restraint, some are almost without speech, some seem incapable of work, others work without progress or intelligence; very frequently, too, they are addicted to staying out or even wandering at night, and many of this last class come into the hands of the police. Some have bad habits, and immoral tendencies are common. Many are capable of control while in the special school, but speedily become irregular and incontrollable on leaving it. From a consideration of the tables it appears that about one-third will be capable of materially contributing to their own livelihood after leaving, one-third will partially contribute but require an After Care Association of some kind to watch over them, whilst the remainder should not be allowed to mix with the rest of the community but should receive some kind of custodial treatment.

The six custodial Homes which the School Board then proposed to establish would have had to be purely voluntary, as the parents of a child who comes under the Defective and Epileptic Act are complying with the law if it attends a day school for special instruction.

Compulsory powers for detention will be required for many cases, and compulsory custodial treatment can scarcely be satisfactorily considered apart from the question of the care of juvenile imbeciles into which it merges. Socially they are as troublesome, and in powers of future mischief more harmful, than the imbeciles, and custodial treatment under similar conditions is required.

The matter as a State provision for the improvement of social conditions will be almost futile, if provision is not also made for continuing the custodial treatment after school ages.

One-third of these children can do some simple things and earn a little, but not provide for themselves. In many cases, working with fathers or mothers, they are kept usefully employed; others without some oversight will become useless burdens, loafers or criminals, always out of the ordinary run of life, and apart from the ordinary population. For this group some After Care Association might be organised to help them in the first few years of inexperience and danger. Such a Committee is working in connection with the Birmingham School Board.

The remaining third, who are intellectually the better class, will go through life at a low level, some improving their circumstances, some sinking, much as is found among the ordinary population of which they are a part. For these children manual work in the carpenter's shop or laundry is the most useful employment after twelve. Attempts at more formal education seem almost wasted effort, of little practical value. The consideration of these higher grade feeble-minded also suggests the large group of "dull and backward," on whom years of school work seem a wasteful outlay, and where, if they could be separated effectively at the age of ten to twelve, a training to become "hewers of wood and drawers of water" might make them happier and more useful to others.

	Boys.			Girls.		
	Able to live.	Require after care.	Custody.	Able to live.	Require after care.	Custody.
Over 12	117	78	68	78	44	45
Under 12.	152	85	80	111	56	90
	269	163	148	189	100	135

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Strictly speaking these results err on the side of hopefulness, every questionable case having been given the benefit of the doubt. In the Appendix is given a series of short notes of 73 illustrative cases of the various classes of defective children.

What actually becomes of most of these children is unknown.

The Witness would like to take finger prints of every special class child, and it would probably be found that In the succeeding ten years very many would be found under different names in the hands of the Police or in Maternity Hospitals. He has often actually recognised mentally defective children known to him in Police reports in the newspapers.

There is something to be said for dealing with all prisoners under 16 by separate Courts from the ordinary adult prisoners. There are many children in London now for whom nothing useful can be done till they come into the hands of the Police. A note about medical certificates may here be interpolated.

At present the Defective and Epileptic Act says that the certificate of a medical officer, recognised by the Board of Education, is sufficient evidence that a child should be educated under the provisions of the Act, but in practice much trouble arises from local practitioners giving certificates that children are fit for education in ordinary schools after such children have been certified as feeble-minded, and these certificates the magistrates often receive in Court, and send on occasions for a school teacher to say whether the child is fit for the ordinary school or not, and on the teacher's judgment decide whether to uphold the certificate approved by the Act or not.

Now one comes to the question of the origin of these mentally defective children. Alcohol and tuberculosis loom up strongly in family histories, but one cannot say that they are other than concomitants. At the same time the older one gets the more strongly does alcohol impress itself as the greatest of controllable social evils.

Heredity.

Mental defect itself is strongly hereditary. The Witness cannot give figures, but he has known whole families of defectives—sisters, brothers and cousins—occur in every defective school, and mental defect is very obvious among the mothers who bring their children to the medical officers' examinations. Through stress and strain in the whirl of life the stock is no doubt constantly being replenished, but the most effective means of diminishing the supply would be by stopping the hereditary crop.

The Witness has not yet met anyone, and he has asked many who have had extensive acquaintance with this unfortunate class of individuals, who at the bottom of their hearts have not felt, and been quite ready to state that it would be better for most of the feeble-minded, (if not all, certainly at least the two-thirds whom we schedule as partially able to contribute to their own support) that they should not be at liberty after the age of sixteen to go out into the world as if they were responsible citizens. They should pass into the nearest approach to civic extinction possible, that is permanent custodial treatment.

As a matter of pure scientific management we would not breed from a defective stock of domestic animals, and the prevention of breeding by these irresponsible persons is a duty of the State to its responsible citizens of to-day and of the future.

Personally, Witness would advocate further that if relatives wished such feeble-minded persons to be liberated from the State custody, to live either in the family or in freedom from restraint, that it should only be permitted under very rigid conditions, a register being kept of all mental defectives, and that those who were not to pass into permanent custody should, before reaching the age of thirteen, have their latent reproductive powers destroyed by operative means. The individuals would not suffer in any way, and the risks of operation are so trifling that the benefits completely outweigh them. Without such precaution none of the feeble-minded should be allowed, after perhaps years of educational care and detention, to pass back to freedom.

Epilepsy.

Witness thinks that epileptics should be considered as a class apart.

In the case of epilepsy, this disease must be treated as an incident in connection with the other cases already spoken about.

It is a good example of heredity; 50 per cent. of epileptics are said to have a family history of nervous diseases of allied nature, and in the lowest estimate, 15 per cent., a direct inheritance of epilepsy itself is known.

As a rule epilepsy means mental feebleness of some degree as a consequence. The young child, bright and alert and epileptic, gradually evolves into a heavy dull and stupid person, mental degradation sometimes being very rapid. In rare cases no mental changes can be noticed.

Apart from the violent convulsive form there is another form, possibly less curable, in which convulsion is scarcely marked, and a form in which the changes, or fit as it may be called, seem entirely psychic; but all these forms as a rule cause trouble in school, the child is unintelligent, about the time of the fit may become irrational, even violent and dangerous, and for this reason the medical officer makes the first classification of epileptics on their mental acquirements:—

(*a*) Is the patient fit for elementary school?
(*b*) Is the patient fit for special school?

After this the question of epilepsy comes in. If the child has very infrequent fits (Witness once saw one who had been kept five years from school on account of one fit), they may be neglected, but if they occur frequently and no effort at treatment is made, the child should be removed from the ordinary school to a place where special provision could be made for him.

At present the names of these cases are simply noted, and nothing further is done.

The question of people, particularly the parents of feeble-minded children, who will not adopt treatment, is one which should be considered not only in epilepsy but in other forms of feeble-mindedness. It is found that many parents refuse all treatment, or to take trouble about their children having proper medical attention; this is most evident in those cases which present disease of the eye—for instance, cataracts, where occasionally a child is kept blind because its parents refuse treatment; in the case of discharging ears, where many come by their death for want of operative measures; in the case of children with adenoids and nasal obstruction, where the child's difficulty in breathing may disturb the whole class. Certain neglected and offensive cases of skin and bone disease. Even in the case of children in a verminous state which the parents will not take the proper means to remedy, the Educational Authority should be given power to compel the parents to take reasonable measures to send their children in a fit state to school, without the indirect method of exclusion and then prosecution for non-attendance which is now necessary.

Lastly, there is trouble in the overlapping of authorities. Witness thinks that up to the age of sixteen the one authority responsible for education, that is the various county councils, should be entirely responsible for the various modes and methods of treating all children whatever. Much harm at present is done in the intervals between, say, a child's being rejected in the special school and its admission to the asylum or reformatory. To prevent such intervals and possibilities of accidents or escapes, or differing views of the officials of different authorities, in addition it may be suggested that at the age of sixteen the children should be transferred directly from that authority, on the basis of a single certificate of transfer with sufficient details of personal history, to other bodies who would have the future care of those to be kept in custody, it might be till twenty, or for the rest of their lives, as the case might be.

Special Residential Institutions.

Special Residential Institutions have been proposed for children who are both mentally defective and blind, and for those both mentally defective and deaf, as is shown by the following extract from a Report of the Special Schools Sub-committee of the late London School Board, made in the autumn of 1903:—

"The School Board's experience has been, that most of the defective children can be dealt with in day schools, but there are a few who require to be taken from their own homes if they are to receive proper benefit from instruction under the Act of 1899. The School Board are not prepared to adopt the second course authorised under section 2, sub-section 1, of the Act of 1899, that is to board defective children with foster-parents, as, having regard to the experience they have had of boarding-out blind and deaf children in London, they do not consider this a suitable means to adopt with defective children. They think, therefore, that it is desirable to provide for such defective children (not being imbecile) as cannot be otherwise satisfactorily dealt with, by means of residential schools or custodial Homes. The following are the classes of defective children for whom residential schools are required—

"(*a*) *Mentally defective children who, but for their defect, would be committed to industrial or truant schools.*—Very difficult cases of this kind frequently come under the Board's notice, and it has been found useless to endeavour to deal with them under the Industrial Schools Acts, as no provision is there made for children suffering from physical or mental deficiency The result of this is that such children remain out of school, spending their time mostly in the streets, and being under no sufficient restraint, they either still further deteriorate and eventually become idiots, or grow up to constitute a danger both to themselves and others.

"(*b*) *Mentally defective children living in very bad homes.*—Such cases cannot benefit much by attending the special day school, but if removed from their evil surroundings, might profit by the training that could be given them under the Act of 1899.

"(*c*) *Mentally defective children whose regular attendance it is not possible to secure at day schools.*—These are mostly cases who, on account of their wandering propensities etc., are unfit to travel any distance to a day school.

"(*d*) *Mentally defective children living so far from any special day school that it would be impossible for them to attend.*—There are a few cases in outlying districts for whom special school accommodation cannot be provided as it would be too costly to carry on a school for so small a number.

"(*e*) *Certain defective children known as 'moral defectives.'*—It is desirable to remove from the day special schools to a custodial Home those children who are lacking in moral sense. Frequently these cases have to be excluded from the day special schools, for the sake of the other children.

"(*f*) *Elder children.*—At present the mentally defective children in London of all ages from seven to sixteen are taught in mixed classes. It will readily be seen with regard to elder children that it may in some cases be desirable that this should not continue. This difficulty will probably be met in the more populous districts by eventually providing separate day schools for the elder defective boys and elder defective girls, but there will be some districts where the number of mentally defective would not warrant the provision of these separate day schools for the elder children; and from such districts it might, in certain cases, be desirable to remove the elder scholars from the day special schools to a residential school. If the custodial Homes proposed were provided, they would comply with the conditions laid down in the Elementary Education (Defective and Epileptic Children)Act, 1899, and with the minute of the Committee of Council on Education dated the 26th February, 1900 (Part 2). Also, inasmuch as they would be more specially required for children who would be dealt with, if not defective, under the Industrial Schools Acts, the custodial Homes should be carried on in accordance with the regulations of the Home Office for industrial schools, so far as those regulations harmonise with the regulations under the Act of 1899. If any instance should arise where the minute of the Board of Education regulating the schools for defectives clashes with the rules framed by the Home Office for the industrial schools, the matter could doubtless be arranged after consultation between the officers of the Board of Education and the Home Office.

"The children admitted would all be alike to the extent that they would be certified by the Board's medical officer as defective under the Act, but after the required certificate has been given there would be two distinct classes (1) those sent to the Homes on magistrates' orders under the Industrial Schools Acts or the Elementary Education Act, 1876, and (2) those who would be admitted with their parents' consent. The Homes would have the dual certificate of the two departments, but there would be only one set of officers, and the accounts and books would be kept in common, the only difference made between the two classes of children, after admission, being that the inspector of the Home Office would examine the industrial school cases, and the inspector of the Board of Education the other cases. In providing the accommodation required the School Board think it desirable that the following points should be kept in view:—

"That the mentally defective children should be dealt with in four Homes, of which one for boys and one for girls should be set apart for those lacking in moral sense.

"Each of the four permanent Homes should consist of two or more houses to accommodate about fifteen scholars in each house, in order that a further classification of the children might be carried out.

"More accommodation will be required for boys than for girls, probably about in the proportion of two to one. Each of the two boys' Homes should provide accommodation for about forty-five in three houses for fifteen each; and the two girls' Homes should accommodate about twenty-four each.

"In connection with the Homes there should be provided suitable manual and industrial training so as to fit the more capable cases for after life. The Homes for the worst cases should have the school accommodation provided on the premises, as it would be well not to allow these children to go out for attendance at a day school; but in other cases the Homes might be provided near one of the Board's special day schools, and the children allowed to go out for their education.

"The Homes would be boarding houses under such officials as were found to be necessary, according to the number and sex of the inmates, and the children, as before stated, would be so grouped as to secure that those lacking in moral sense were lodged apart from the less serious cases.

"In order to carry out the above scheme, the 'reception' Home should be provided in a fairly central locality, where the children would be kept only until arrangements were made to admit them to the permanent Home for which they were most fitted.

"That, in addition to the four Homes proposed, the School Board would wish to provide a reception, or classifying Home, as is mostly done in the case of the district schools, &c. The School Board consider that this course would be of great service to the carrying out of the scheme proposed, as it would facilitate the proper classification of the children, and would prevent the risk, which might be otherwise incurred, of a child being placed in the kind of Home not suitable for it through an imperfect knowledge of the case. The Board consider the classifying Home should be in a fairly central district, where cases could first be sent until it had been decided in which of the other Homes the children should be placed. This central Home should provide accommodation for about twenty boys and twenty girls, whose residence there should be of a temporary character, and not, as a rule, be prolonged beyond three months without special cause."

There is also a very small class of "moral defectives" and a special residential Home has been opened for them. In many cases they can do school work well.

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23 June 1905.

Imbecile Children.

At a Conference (held on 18th February, 1902) of the representatives of the London County Council, the London School Board and the Metropolitan Asylums Board, the Chairman of the School Management Committee made the following statement:—

"(*a*) *History.*—The first Act of Parliament dealing with this class of child is 25 and 26 Victoria (1862), chapter 43, by which any Board of Guardians is empowered to send 'to suitable schools or institutions, blind, deaf, dumb, lame, deformed, or idiotic persons.' But although the terms of the Act in question are to be construed as in the Act of the 4th and 5th years of Will. IV., chapter 76, the parents of 'lame, deformed or idiotic' children are not relieved by the Act of 1862, from pauperisation as are the parents of blind and deaf children by the Act of 1834. Consequently the Guardians, before the passing of the Blind and Deaf Act of 1893, were able to send blind or deaf children to institutions without 'pauperising' the parents; but this permission did not extend to 'lame, deformed or idiotic persons.'

"In 1875 the Charity Organisation Society appointed a Committee 'to consider the best means of making satisfactory provision for idiots, imbeciles, and harmless lunatics,' which Committee reported the results of their proceedings in 1877, and in May of that year waited by deputation upon the Local Government Board to show the need for an alteration of the law. Sir Charles Trevelyan, in introducing the deputation, pointed out that a large proportion of all the idiots and imbeciles belong to the lower middle, and upper artisan classes, which are in a less favourable position than any other for obtaining proper educational and custodial care for imbecile members of their families, and that while voluntary efforts provided for about 1,100 idiots, at least 15,000 required care and special training. The following resolutions, at which the Committee appointed by the Charity Organisation Society had arrived, were suggested to the Local Government Board as the lines on which the matter should be dealt with:—

"1. 'That families which, although able to pay their way under ordinary circumstances, would be reduced to destitution if required to defray the entire cost, should be charged at such rates as their means will allow for an idiot, imbecile, or harmless lunatic member admitted into a training school or asylum; and that the privilege accorded by Act of Parliament to the blind, and deaf and dumb, viz., that relief given to children should not be deemed to be parochial relief given to their parents, should be extended to idiots, imbeciles, and harmless lunatics.'

"2. 'That persons belonging to the lower middle, and upper artisan class, who are so unfortunate as to have an imbecile child, are in a less favourable position than any other for obtaining proper education and care for it, because, while they can rarely afford to pay the full cost of maintenance and education, they cannot well appear before their respective Boards of Guardians to claim the benefit of the legal provisions for destitute imbecile children.'

"3. 'That institutions supported on the voluntary principle are best adapted to the needs of the class specified in the foregoing resolution, provided all suitable cases are admitted at the proper age at rates suited to the circumstances of the respective families.'

"2. 'That the Government may assist in the formation and maintenance of such institutions by removing unnecessary legal restrictions."

'No further advance was made in the treatment of non-pauper imbecile children until 1886, when a Royal Commission was appointed to report on 'the Blind, Deaf and Dumb, and such other cases as, from special circumstances, would seem to require exceptional methods of education.' This Commission reported in 1889, and in one section of their report dealt with idiots and imbeciles. They pointed out that imbeciles under proper care and training may in some cases be made self-supporting or self-helpful and of some use to their friends, or, at any rate, happy and less offensive to the community. They suggested the following means for such improvement:—

(*a.*) Physical training.
(*b.*) Moral training.
(*c.*) Educational training, consisting of school exercises and industrial work.

"Their report upon this matter concluded with the following recommendations:—

"1. That power should be given to school authorities to cause the attendance officer to report all cases of imbeciles neither attending any institution nor receiving education, and to obtain a medical certificate as to their fitness for entering an institution for educable imbeciles. On the receipt of such certificate, and on the application of the parent, the school authority should have the power and be required to send the child to an institution and contribute to its education and maintenance, as we recommend in the case of blind, and deaf and dumb children.

"2. That in all cases parents should contribute according to their ability.

"3. That power should be given to County or Town Councils, jointly or severally, to set up an institution for educable imbeciles out of the funds at their disposal, wherever, as is generally the case there is either insufficient or no accommodation.

"4. That there should be a careful separation and classification of all cases in institutions.

"5. That the education and maintenance of educable imbeciles should, when necessary, be continued in institutions up to twenty-one years of age or upwards.

"6. That educable imbecile children should not be left for any time in workhouses or lunatic asylums, and that the Guardians should report from time to time to the school authority and the Lunacy Commissioners all cases of imbeciles now or hereafter in workhouses, in order that it may be determined whether they are suitable cases for transfer to proper institutions for educational treatment.

"7. That the Lunacy Commissioners should inspect and report upon the training and education in all institutions open for imbeciles, and that they should also report as to the general equipment and character of the institution, and the efficiency of the educational methods pursued.

"Although the recommendations of the Royal Commission, so far as they related to the Blind and Deaf, were substantially followed in the Elementary Education (Blind and Deaf Children) Act, the 'Departmental Committee on Defective and Epileptic Children, in 1898, suggested that the examination held by the School Authority should be utilised as a mode of admission to Darenth and similar institutions, and that this recommendation should be forwarded to the proper quarters for consideration'; but no action has been taken thereon.

Statistics as to Imbecile Children.

"By the report of the School Accommodation and Attendance Committee of the School Board for London for the year ended Lady Day, 1901, it appears, as stated above, that 366 children were returned as imbecile and not attending school; but in addition to this number, 1,446 epileptic and defective children were returned as not attending school, and a portion of this latter number are no doubt imbecile although not returned as such. The School Board obtained, in October, 1901, statistics of certified imbecile children in London, classified a follows:—

(1) Dangerous to themselves	18
(2) Cruel to others and animals	14
(3) Dishonest in word and deed	9
(4) Have very bad habits	8
(5) Very uncleanly	16
(6) Almost lunatics	201
(7) Not otherwise classified	94
Total,	360

The following table shows the number of children refused admission to, and excluded from, the Special Schools for Defective Children on account of being certified as imbecile during the four years ended the 31st December, 1901 :—

	Refused admission to Special Schools.	Excluded from Special Schools.
1898 - -	40	72
1899 - -	62	22
1900 - -	111	39
1901 - -	130	47
Total -	343	180

" The above table shows a yearly average of about 130 refused and excluded ; but probably the number certified as imbecile during those four years, viz., 523, does not reach the total for whom special provision should be made, as although a few of these children are each year admitted by the guardians to institutions for imbeciles, there are doubtless a number of cases that have not yet been certified. Of those certified as imbecile by the Board's Medical Officer during the past year only about ten have been sent to Institutions by the Guardians.

(c.) *The powers of existing bodies with regard to Imbecile Children.*

" The Poor Law Guardians, as stated above, have power to deal with ' any poor child ' who is an imbecile, and some such cases are sent to the asylums of the Metropolitan Asylums Board, although at the present time the accommodation available is insufficient for the number of applications for admission. The Metropolitan Asylums Board may not deal with any case unless it is sent to them by the Poor Law Guardians.

" The London County Council deal only with cases of certified lunatics, and in all instances the cases are first sent to them by the Guardians, although the Council divide the patients into ' pauper ' and ' paying ' classes after their admission to the asylums according as the friends or relatives, or the Poor Law Guardians, pay the charges to the Council. The number of children under the age of fifteen, with whom the County Council deal as lunatics, is very small, because as a rule children are not so certified unless they are proved to be dangerous. The admissions to their asylums for the year ended 31st December, 1900, include only six boys and eleven girls under the age of fifteen.

" The definition of lunatic, as given in the Lunacy Act, 1890 (53 Vic., chapter 5), is ' an idiot or person of unsound mind,' but, strange to say, the following definitions are given in the Idiots' Act, 1886 (49 and 50 Vic. chapter 75), ' Idiots or imbeciles do not include lunatics. Lunatic does not mean or include idiot or imbecile.' Possibly the best definition for a child certified to be imbecile is that recommended by the Departmental Committee on Defective or Epileptic Children, viz., ' *not capable of receiving proper benefit from instruction either in an ordinary school or in special classes.*'

" The powers of the School Board with regard to subnormal children are defined by the Elementary Education (Blind and Deaf Children) Act, 1893, and by the Elementary Education (Defective and Epileptic Children) Act, 1899, both of which Acts exclude children certified to be imbeciles or idiots. No doubt there are a number of children on the border-line who might be certified as imbecile with a view to their obtaining the benefit of training in a proper institution but have not been so certified, as it is thought that instruction in the Day Classes, if not absolutely the best thing for them, is better than total neglect. The School Board have power to provide Residential Schools for Defective Children, and it has been pointed out that there are some children, who might fairly be considered educable, and yet not suited for the Day Classes, for whom training in a resident school is desirable. As the School Board has power to provide this, so long as the children are not certified as imbeciles, the matter is now being considered whether the power should be exercised in exceptional cases.

(d.) *Suggested Remedies.*

" Although only legislation can afford a satisfactory remedy for the matter under consideration, it is possible that, while pressing for the required legislation, some amelioration of the present state of things might be brought about by the following action :—

" 1. To agree upon a standard of imbecility, in order that, where a child is certified to be imbecile by the Board's Medical Officer, he (or she) may not be refused by the Medical Officer of the Guardians on the ground that he (or she) is not imbecile enough for admission to an institution.

" 2. An attempt might be made to get all the London Boards of Guardians to interpret as liberally as possible the powers conferred upon them by 25 and 26 Victoria, chapter 43 ; and to secure uniform action in the several parishes.

" 3. That the attention of the Board of Education, the Home Office, and the Local Government Board be drawn to the need for legislation, and that they be asked whether the Government would themselves deal with this matter by a short Act of Parliament, or, if not, whether they would support a Private Members' Bill.

" 4. That the Conference consider whether arrangements can be made for the introduction of a Private Members' Bill, in the event of the Government giving no hope of legislation on the matter.

" 5. That in the event of a Bill being prepared to deal with imbecile children, the following points be agreed upon :—

" (i.) That the County Council be the authority to deal with children certified as imbeciles.

" (ii.) That the County Council should receive the same powers for dealing with imbecile children as the School authority at present has for dealing with blind, deaf, defective, and epileptic children who are not imbecile, and that the parents of such children be required to contribute, according to their ability, to the maintenance of the children, but that they be not brought under the Poor Law in consequence of such children being placed in Institutions.

" 6. It might further be desirable to consider whether the recommendation of the Royal Commission on the blind, &c., that imbeciles should be kept in institutions up to the age of 21, should be acted upon."

The results of the Conference were embodied in the following paper :—

IMBECILE CHILDREN.

Memorandum of the London County Council, the Metropolitan Asyums Board and the School Board for London to the President of the Board of Education, the Home Secretary, and the President of the Local Government Board.

The schedules of children of the Elementary School class in the London district show that there are 363 children excluded from school as obviously imbecile. In addition to these there is a considerable proportion of children now in probationary attendance at the Board's special schools for the mentally defective who may be considered to be on the border line and who, after trial, will probably be excluded as imbecile. About 130 children annually are also refused admission or excluded from the schools for the mentally defective on account of being medically certified as imbecile. The School Board obtained a return classifying the children certified as imbecile in the London district, from which it appears that two-thirds of the number (about 280 out of 360) are dangerous to themselves or others. Similar conditions probably exist throughout the country.

Children unsuited for the ordinary Elementary School are provided for under the Elementary Education (Blind and Deaf) Act, 1893, provided they are *not imbecile*, or under the Act (Defective and Epileptic), 1899, provided

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again that they are *not imbecile*. There is no public provision for the care of imbecile children, excepting those who become chargeable to the guardians. For such pauper imbecile children, provision is made by the Metropolitan Asylums Board at Darenth and Rochester House, where children who are certfied as imbecile by the Poor Law Medical Officer, and whose parents are eligible for Poor Law relief, are admitted. The parents of most of the imbecile children in the London district are working people, who, while they are not eligble to receive Poor Law relief, are still unable to contribute such an amount for the maintenance of an imbecile child as is charged at asylums such as Earlswood, where the lowest fees are £80 per annum.

Imbecile children whose parents do not become paupers are excluded from school, and become greatly neglected, constituting a very serious social danger, developing in many cases into dangerous criminals who only come into the care of the Law after they have committed crimes such as assault, theft, or arson. Sexual offences are common, and many girls of the "Defective" class drift into prostitution. Both sexes are likely at early ages to produce unsound children who become a further danger and expense to the community.

The necessity for the public care of this class was recognised by the Royal Commission on "The Blind, Deaf, Dumb, etc.," who reported in 1889 that they considered power should be given to the County or Town Councils, jointly or severally, to set up institutions for imbeciles out of the funds at their disposal wherever there is either insufficient or no accommodation.

The Departmental Committeee appointed by the Board of Education on Defective and Epileptic Children suggested in 1898 that the medical examination held by the School Authority should be utilised as a mode of admission for imbecile children to suitable institutions. This is desirable as the guardians refuse to provide for many cases which have been rejected as uneducable by the School Authorities.

The School Board for London have from time to time been impressed by the need for special action with regard to imbecile children, and in December, 1899, a deputation from the School Board had an interview with Sir Kenelm Digby, K.C.B., and Mr. Cunynghame on the matter. After hearing the views of the School Board these gentlemen stated that the case was one which required careful consideration with a view to such legislative changes being made as would provide for the care of non-pauper imbecile children. In October, 1901, the London County Council and the Metropolitan Asylums Board and the School Board for London arranged a Conference of their representatives to consider what action should be taken.

In February, 1902, this Conference was composed of the following members:—

London County Council.—Mr. Edric Bayley, Dr. Collins, Dr. Cooper, Mr. W. H. Dickinson, Dr. Forman, and Sir John McDougall (Vice-Chairman of the Council).

Metropolitan Asylums Board.—Mr. William Crooks, M.P. (Chairman of the Children's Committee), Mr. W. B. Cochran (Vice-Chairman of the Children's Committee), Mr. J. R. Hill, M.R.C.S., L.R.C.P. (Chairman of the Asylums Committee), Mr. H. H. Swift, J.P. (Vice-Chairman of the Asylums Committee).

School Board for London.—Hon. E. Lyulph Stanley, Mr. Graham Wallas, Hon. Maude Lawrence, Rev. J. Scott Lidgett and Mr. E. A. Hastings Jay.

They passed the following resolutions:—

"(1) That it is desirable that public provision be made for all imbecile children (*i.e.*, children under sixteen not capable of receiving proper benefit from instruction in an ordinary school or in special classes conducted under the provisions of the Elementary Education (Defective and Epileptic Children) Act, 1899, for whose care efficient and suitable provision is not otherwise made.

"(2) That a parent or guardian who voluntarily sends, or is called upon to part with the custody of, an imbecile child, should be required to contribute a reasonable amount towards maintenance, but should not, by reason of so parting with a child, be considered to be in receipt of Poor Law Relief.

"(3) That the County or County Borough should be suggested as the area for this purpose."

These resolutions were duly confirmed by the three Authorities, and it was agreed that a deputation of representatives of the County Council, the Metropolitan Asylums Board and the School Board for London should apply for permission to wait upon the President of the Board of Education, the Home Secretary and the President of the Local Government Board respecting the foregoing resolutions.

Further public provision for care of this class of child is required because—

(*a*) For humane reasons alone the children in question should not be neglected, as while provision has been made for all other afflicted children, it is obviously hard that those suffering from mental affliction should be unprovided for.

(*b*) For the sake of the community at large it is very desirable that these children should not only be protected against themselves, but that others should be protected from them.

(*c*) Justice to the parents should prevent it being necessary to go through the form of receiving pauper relief in order to secure protection and training for an imbecile child, even if the Poor Law Authorities are willing, as they appear to be in some districts, to permit such a course; when it is admitted by Act of Parliament that for a child suffering from any other affliction the parent should not be pauperised.

(*d*) It is desirable to secure uniformity. Whilst under 4 and 5 Will. IV., cap. 76, Section 56, the Guardians may afford relief to blind or deaf children, without pauperising their parents, this power at present does not exist with regard to the treatment of imbecile children. Again, in some districts it is found that, where a parent is willing to be stigmatised a pauper, the child is sent to an institution, while in other districts a parent with less means is refused by the Poor Law Guardians such aid, even if it is sought as a pauper. And even if the parent pays the whole expense of a child in one of these institutions, he has still to remain a pauper until the child is discharged.

(*e*) Economic considerations also urge that proper provision should be made for imbecile children, as, under the existing arrangement, the greatest possible latitude is given to the Medical Officers who certify the cases fit for admission to the Mentally Defective Schools, it being thought much better to keep a child there who is on the border line of imbecility, rather than abandon it to total neglect. This results in an extended period of probation in many cases where ultimately there is no alternative but to exclude the child. In such cases the expensive educational work of the Special School is of course wasted.

Witness would point out that in some cases the imbecile child is left alone all day locked up, and in others runs the streets. If the parents are not paupers there is no authority charged with the duty of seeing that the child is not neglected or even cruelly used.

When asked what is to be done, we always recommend the parents to consult the relieving officer, with a view to the child coming under the provisions of the Poor Law. The parents may be willing to be pauperised to have their child removed to an institution, but in many cases we have been informed that this care has been refused.

In most cases, all kinds of plausible pretexts appear to be used, to avoid the Guardians accepting this responsibility—Witness is speaking mostly from hearsay evidence of the parents, but in some cases it has been ascertained directly that these children have been refused, the Guardians' refusal not infrequently being backed up by a certificate from their own medical officer, in other cases by such statements from the Guardians or relieving officer to the parents that they have refused to allow the child to be submitted to the hardships they were afraid of; and so these cases remain about the houses and streets, becoming centres of moral evil and crime as they grow up, and meanwhile degrading and exhausting the whole family in which they live.

James Kerr, Esq., M.D.

23 June 1905.

APPENDIX I.

In 1903, under the London School Board, the Medical Officers and the superintendent (Mrs. Burgwin) were asked to examine a certain number of special schools, and distinguishing between boys and girls, and between those over twelve years of age and under twelve, to classify as far as possible, under the following heads :—

A. Children who will probably earn their own livelihood.

B. Children who will materially contribute to their own support.

C. Children who will not materially contribute to their livelihood, and who require custodial treatment.

The classification adopted has varied with different examiners.

Dr. Collie has based his report chiefly on what they will do on leaving school.

Dr. Berry has taken a very strict interpretation, and explains that many of her Class II. really are suitable for custodial treatment.

Dr. Thomas has attempted to classify from the point of view of their whole prospects as part of the social system.

Mrs. Burgwin has attended chiefly to the question of heredity and home.

Dr. Collie has entered in a register the particulars of all the children he saw in attendance at Bath Street, St. Clement's, Drury Lane, Enfield Road, "Hugh Myddelton," and Shillington Street. He classifies them as follows :—

	Boys.			Girls.		
	A. Able to live.	B. Require after-care treatment.	C. Custodial treatment.	A. Able to do for themselves.	B. Require after-care.	C. Custodial treatment.
Over 12 - - - - -	42	6	18	46	9	7
Under 12 - - - - -	97	22	36	81	19	27

Dr. Thomas has examined 357 children at Boundary Lane, Choumert Road, Galleywall Road, Sayer Street, Edward Street, Gloucester Street, Leo Street, Union Street, and Priory Grove. He distinguishes them as :—

	Boys.				Girls.		
	A.	B.	C.		A.	B.	C.
Over 12 ..	32	36	36	..	18	19	20
Under 12 ..	41	44	34	..	21	26	30

Dr. Berry has also inquired particularly into the general progress of the children in attendance at Capland Street, Camden Hall, St. Dunstan's Road, Edinburgh Road, Park Walk, Warple Way, and "Millbank."

Of those who had left the classes :—

Excluded as imbecile - - - - - 21

Four known to be in Darenth, three "moral imbeciles," one got work at Pickford's, and "is now a reformed character who preaches."

Excluded as epileptic - - - - - 4
Excluded as blind - - - - - - 1
Excluded as deaf - - - - - - 2
Promoted to elementary school - - - 102

As regards these centres no child passed out has been sent back for re-admission, nearly all have made progress in the elementary school, but few seem to reach higher standards. Most leave school at fourteen in Standard III.

Left school to go to work - - 59

Of these—	*Boys.*	*Girls.*
At home doing nothing - -	6	5
Help parents (could not keep in a place) - - - - - -	4	8
In service, errands, or on vans -	12	8
Labourers, hawkers, flower sellers, or in factories - - -	8	3
On railways, etc. - - -	3	—
French polisher - - - -	1	—
In charitable institutions - -	3	—
Not accounted for (9).		

Of the chidren over twelve in attendance, sixty-seven boys and twenty-eight girls, only one boy and two girls were over fifteen.

Twelve boys and nine girls could read Standard I. Reader fairly well. Thirty boys and twelve girls had sufficient ideas of arithmetic for it to be useful in after life.

They are classified as :—

All over twelve years old.	*Boys.*	*Girls.*
I. Likely to contribute materially to livelihood - - -	34	11
II. Likely to partially contribute to livelihood - - -	26	12
III. Suitable only for custodial treatment - - - - -	7	5

She explains :—

(1) Most of the boys will get work, but it is doubtful whether they will ever rise beyond the position of errand boys, hawkers, or labourers.

(2) This group includes many who would be suitable for custodial Homes, but who still, with assistance outside, could do something towards earning a livelihood.

Mrs. Burgwin has noted children in attendance in schools in a district (Abbey Street, Bethnal Green, and St. John's Road, Hoxton) where the casual hawker and labourer prevails, mothers are indifferent, and homes very poor. She paid especial attention to home conditions, and the social questions involved.

One family, father practically an imbecile, five children, ages eighteen, sixteen, fifteen, eight and five. The three elder girls have been through the Special School, and should now be in custodial Homes.

The following cases also are noted in attendance :—

1. Milly, B., 13 (B), her brother P. B., 9 (A ?).
2. Annie C., 11 (B), her brother Ben. C., 8 (A).
3. Alice P., 12 (C), her sister Ada P., 10 (C), and her brother now in Darenth.
4. Louise C., 11 (C), had brother excluded and re-admitted here.
5. Henry C., 12 (B), sister Ada C., 14 (C).
6. Geo. S., 9 (A), and brother William S., 9 (A), twins.
7. James D., 13 (B), sister Hannah D., 10 (B), and brother Albert D., 7 (B), all in attendance.

Her attention to other circumstances has naturally led her to judge the necessity for custodial treatment to be much greater in the case of the girls. The classification of the records of these two centres is :—

	BOYS.				*GIRLS.*		
	A.	*B.*	*C.*		*A.*	*B.*	*C.*
Over 12 ..	9	10	7	..	3	4	13
Under 12 ..	14	19	10	..	9	11	13

James Kerr, 1905.

Appendix II.

Note from the Head Mistress of Bath Street Special.

The head mistress of Bath Street Special has analysed records of the ninety-five boys and forty-four girls who have passed out of the school in the last seven years, eighteen boys and fourteen girls being promoted to the elementary school, and as a rule doing fairly well afterwards. Nine boys and five girls were, after a probation, excluded as imbeciles, "two are in institutions, two are well cared for, the rest running the streets."

On leaving, the girls mostly go to box making, where, in a year or two, if they are fairly quick with their fingers, they earn 6s. to 7s. a week at piece work. Many are quiet, well behaved, and attend an evening club for old members of the class, and in a few cases evening cookery classes. The boys as a rule go on vans, or as errand boys, where they generally obtain at first wages of 5s. to 8s. weekly. The real difficulty with boys commences at about seventeen. Such work as they do means very long and late hours, and small wages. As they get older feeling that they are only getting boys' wages, they throw up their situation, to find it almost impossible to get anything else to do.

In most of the cases where boys have been taken in hand by some philanthropic agency in the neighbourhood the effort has ended in failure.

Fifty-five of the 139 children, 25 boys and 30 girls, it was impossible to trace and probably it is the best of the children who have kept in touch with the school.

Appendix III.

Notes to illustrate individual cases selected as suitable for custodial treatment.

Cases who have been in special classes, but excluded as not capable of receiving proper benefit, *i.e.*, imbecile.

Cases in attendance now who are more suitable for custodial treatment.

Cases where there are special mental difficulties in the way of attending day classes.

(M.) stands for medical officer's reports.

(D.S.) Divisional superintendent.

Borderland Cases Requiring Custodial Treatment.

Borderland cases, retained in special classes, who would be more properly treated as imbeciles, if there was any provision for them as such.

1—L.B. 11. Hebrew—says she is 16 years old. No power of concentration; makes rude remarks to everyone. Cannot be trusted out of sight. Gives no intelligent answer to any question. Chatters nonsense to herself continuously. Her father has emigrated to America with the rest of his family, leaving this one behind. Mother said to be insane. (M.)

2—E.M. 13. Manager of Special School, 21.1902 "The girl is still attending the Special School and as she is only 14½ she will be under your authority 18 months longer. I will strongly urge on your Committee the urgent need of placing her under supervision. She runs great moral danger, for it is impossible for her mother to keep the girl shut up, and she is really incapable of protecting herself." (D.S.)

3—J.T. 15. This boy has been at school five years. Tall, stutters, reads fairly, cannot write. Right hand paralysed. Weak-minded. Destroys his clothing and uses filthy language, but behaves under supervision. (M.)

4—B.O. 14. Very tall, pleasant looking, and obedient boy, smiles continually, speaks scarcely at all. Has learned to walk properly since coming to school, and can now put on his coat unaided after a year at school. He knows his letters, recognises colour red, but not blue. Harmless. (M.)

5—A.W. 13. Has attended special school 2½ years. Educational acquirements, *nil*. A mischievous boy; articulation very defective; is very wild, but not vicious. Always cutting his fingers whilst at woodwork. (M.)

6—A.D. 14. (Girl). A mongoloid type with malformed upper jaw. Has no general intelligence. Does not know day of week or how many brothers she has; cannot add 3 and 4. Can read a few words and do things with her fingers. (M.)

7—A.Y. 14 (Girl). Quite a baby; unable to walk without assistance; articulation defective; knee jerks absent. Probably suffers from Freidreich's Ataxy. Younger brother suffering the same way. (M.)

8—L.P. 14. A nice, clean, well-mannered girl; but very deficient. Not much power in hands, but makes some progress; writes name and copies words; cannot add; can make out words in infant primer; does laundry work; requires custodial treatment. (M.)

9—M.H. 12. Very deficient; articulates badly; more observant than formerly; tries to model with clay; reads two-and three-letter words; writes name; knows numbers to 5 or 6. Requires custodial treatment. (M.)

10—A.R. 15. An untidy lad, with a serious and defiant look; has no mental attainments; articulation defective; forehead deformed, sloping away on the left side. Has stabbed his mother. (M.)

11—A.T. 14. Has been attending 3 years. Pleasant looking girl with constant idiotic grin. Eyes obliquely set, no mental attainments, cannot spell cat or dog, cannot add 2 plus. (M.)

12—A.W. 13. Mongoloid idiot who has been at this centre four years; he makes continual grimaces, his forehead is deficient. He does not know all his letters and says 2 plus 1 makes four. (M.)

13—T.W. 12. Boy with vacant expression and constant grin. Answers questions with a superficial smartness, but is practically imbecile. Strong tendency to wander, and little idea of right and wrong. Deteriorating, and will probably be better in an asylum. (M.)

14—A.L. 12. Head hangs to one side, much nervous movement. Articulation defective. Knows only letter O. Very little to be made out of her; does not know where she lives. (*M.*)

15—R.D. 13. Tall good-looking girl, mentally very weak, with a tendency to immorality. Parents are intemperate and mother feeble-minded. Might be able to do something towards her livelihood, but is only fit for a custodial Home. (M.)

16—F.S. 14. Very strong boy, pretended he had aphonia, although he was heard shouting just before and after. Given to shamming. Constant complaint of his conduct to girls in the street. (M.)

17—C.P. 13. An obstinate boy at special school, with habit spasm of face. Very slow response. Can spell his name. Attention wandering, no power of concentration. No memory. Cannot tell how many pennies for sixpence. (M.)

18—J.P. 12½. Boy. Low type of face. At times uncontrollable. Has been guilty of offence against a little girl. Behaves whilst under strong control. Very bad home. Reading poor, arithmetic fair. General knowledge fair. (M.)

E. W., 14. Girl, with quick response. Nervous stigmata asymmetry of face, reads small words, cannot add 2 plus 3. No use at cookery or laundry; is erotic, and runs after boys in the street. (M.)

Excluded from Special Classes.

Children excluded recently from Special Classes, on being certified as "imbecile" after probationary trial.

20—S. F. 10. Good-looking little girl, with widely opened wouth, adenoids very bad. Was tried at Special School and excluded a year ago as "uneducable." Has markedly deteriorated since then. Good home. (M.)

21—G. P. 12. Excluded on account of ill-treatment of special class children out of school, punching children, stealing from them, upsetting a cripple out of his carriage, &c., and had to be kept out of playground owing to spiteful behaviour. Kept in good discipline at school only by constant efforts of the teacher. (D.S.)

22—F. H. 6. A restless chattering child, repeats questions in parrot fashion and cannot be

made to fix attention on anything. Cannot count. Tried in Infant School but found unmanageable. (M.)

23—A. G. 11. Attractive looking child with bright intelligent but pensive face. Admitted to Special with note "Unreserved peculiar child. ? Mentally deficient or insane; give her a trial." Six months later—talks incessantly and is very quarrelsome; individual teaching fails to fix her attention for two minutes. Mother is weak minded; reports that even taking away child's boots does not prevent her slipping out at night and wandering in the dark. She has been twice criminally assaulted, and is now constantly making overtures to men. She sets herself to teach the others evil, and as she grows older is capable of doing much real harm unless restricted. I have excluded her from the school. (K.)

24—C. T. (Girl.) 14. Excluded from Special School—saturated another mentally defective child with paraffin oil in a w.c. and then set her on fire, causing grievous bodily harm and disfiguring her for life. No action was taken legally. She threatened to cut another child's head off. (D.S.)

25—R. A. 12. This girl was excluded from Special School on account of her indecent behaviour in the street, and in the presence of boys. She is not charged with any other offence so far as known to me. Certified as fit for Walsham House. (D.S.)

26—A.Y. 9 (Girl.) Excluded two years ago from Special School. Parents went before Guardians in the hope that the child would be sent to an Asylum, but the cost for maintenance would have been 4s. or 5s. per week, which the parents would have been quite unable to pay. The child is still at home. (D.S.)

27—N.J. 12. Special School.—Cannot tell where she lives. Makes strange noises and antics. Tears things; cannot knit. Knows letter O only. Hands held out in extraordinary pose. Excluded as imbecile. (M.)

28—L. R. 12.—Excluded [1.8.1902] from Home for Mentally Defective at Clapton, where she had been for 18 months, on account of her bad habits. The girl is said to be an immoral imbecile. (D.S.)

29—T. C. (Boy.) Not cared for, constantly about in streets, certain to come to some harm. Medical Officer reporting when excluded from Special: "Was admitted on probation, but habits offensive and unimprovable." (D.S.)

30—W. H. 12 (Boy.) Excluded from school—peculiar manner, dirty habits. Not committed any punishable offence, home influence careless rather than evil. Child roams and hangs about streets. Medical Officer reporting: "Parents should be advised to get him into an institution, 16.4.1902." (D.S.)

31—J. W. 8. (Boy.) Excluded by Medical Officer from Special School. Visitor reported matter to the Relieving Officer for the district, who stated that he could take no steps unless the parents became chargeable to the Union. The father objects to the child being taken away. (D.S.)

32—A. B. 9. (Boy.) Excluded by Medical Officer from Special School. Attended St. George's National School, but recently excluded there. Mother wants boy to be sent to an asylum. The father will not take the necessary steps. (D.S.)

33—A. M. 15. Excluded from Special Centre on account of his continued immoral behaviour. (D.S.)

34—Boy. Excluded from Special School as a "moral imbecile," got work at Pickford's, and is said now to be a reformed character and to preach to the other boys. (M.)

35—B. P. Pretty, fair-haired, mentally deficient child, left school to be admitted to a "Home for feeble-minded girls" at Shepherd's Bush; 8s. a week being paid for her by a philanthropic lady (parents never contributed.) When nearing wage-earning age, mother and drunken father called and took her away. She was sent to a sweet shop, but left it, and began to run the streets. Mother now called on Head Teacher to see if they could send girl back to the Home, as she was unmanageable and constantly running after men. (M.)

36—D. R. (Boy.) 11. Been in school some years wasting teacher's time. The lad is "not an imbecile, but a grinning idiot."

37—W. L. (Girl.) A big, coarse, slatternly girl, intellectually deficient. Is a dangerous moral imbecile. Has deteriorated in conduct lately; has made two murderous attacks recently upon other members of the class.

38—H. H. (Boy.) Has no roof to his mouth, and possesses no mental capacity whatever. Also suffering from tuberculosis. He is occasionally very vicious, and attendance at Special School would be of no use to him; the only chance of doing him good being his confinement in an institution.

39—W. S. (Boy.) 14. Guilty of immoral practices, exposing himself to girls in the classroom and following girls into the w.c. Excluded from further attendance at school.

40—M.D. (Boy.) 9. He was passed into Special School in January, 1901, being placed in the lowest grade of mental development. In September, 1902, certified to be imbecile, and excluded from the school, with the view of getting him into Darenth.

The Relieving Officer, although he had only seen the child twice, stated that there did not seem to be much the matter with him.

The Guardians asked three questions of the boy, two of which he answered correctly, and they seemed to form an opinion on such slight evidence. They told the mother that he would have to go to a Lunatic Asylum with children very much worse than himself, and that she had very much better have him at home.

The School Board have excluded the child. The mother will certainly not be able to look after him, and the Guardians are trying not to send him to Darenth.

Refused Admission to Special Classes.

Notes of typical cases recently refused admission to Special Classes, being certified by the Medical Officers as "imbecile."

41—D. N. 8. Very nervous boy, cries and smiles alternately, head 20 in. in circumference, generally flexed condition; unable to hold himself upright. Eyes prominent, head very small in front. Quite uneducable.

42—L. A. 12. Hebrew. Refused at Special School; has been six years in Elementary School, and learned nothing; undersized child, little muscular control; does not know colours; cannot count beads; can repeat in class with other children in parrot fashion, and can sing. Imbecile.

43—C. S. 8. Given to thieving and molesting other children. Certified by Medical Officer as "imbecile."

44—J. S. Boy of seven. Imbecile. Looks bright, cannot tell name, is dirty in habits. Mother has hare lip and baby sister she is nursing has badly webbed right hand and only four toes on left foot.

45—E. T. 12. Anæmic girl with absolutely blank facies. Not the slightest response to be got from her. She never speaks, cries if spoken to, and is mischievous and destructive. Mother respectable, and anxious about her.

46—D. C. 7. Well grown, active girl, who repeats all she hears without appreciating its import, echolalic. Makes strange noises, talks nonsense, is constantly grimmacing; cannot imitate even gross muscular actions. Mother respectable and anxious; child fatuous imbecile.

47—H. A. (Boy.) 15½. Has never been to school; cannot be got to speak; laughs and grunts. Fat, and about 3 ft. tall; typical *cretin*. Mother a superior woman, rest of family normal.

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48—M. T. 8. Has not committed any punishable offence, nor is home evil. No objectionable habits, does not receive adequate attention (motherless), father away all day. Medical Officer's report 30.9.1902: "Fit only for an institution."

49—W.M. Medical Officer refused admission to Special. "Fit only for an asylum." The case of this boy was considered by the Guardians and actually admitted to the workhouse, but was rejected by the doctor (as I understand) as not being bad enough for Darenth.

50—H.B. 13. Brother of next case. Wears amiable idiotic smile. Cannot stand, but shuffles along wonderfully on his buttocks. Cannot speak, sees, hears, and seems happy. Can feed himself, but is dirty in habits. He is uneducable, and a low type idiot.

50.—F.B. 7. Sister of above. Helpless, inarticulate, paralytic, idiot girl. Cannot stand or even sit without support, cannot feed herself, persistently dirty habits. Can see and hear; head 18 in. circumference. Devoid of even self-preservative instincts.

52—H.Z. 7. Hebrew. "The boy has no sense." Father ill with phthisis. Does not speak, smiles, walks badly, shuffling along. (5.12.1902.) "Imbecile."

53—W.G. 7. Boy with protruding eyes. External squint of right. Idiotic faces. Always chattering unintelligible nonsense. Has had fits. Clean. (5.12.1902.) "Genetous idiot."

54—B.T. 7. Hebrew. Happy, smiling, pretty-faced little girl, but very dirty habits. Living with grandmother. "I should be glad to get her away. (5.12.1902.) Genetous idiot."

Imbeciles with Complicated Defect.

Cases of imbeciles with complicated defect. A very broad interpretation is placed on blindness or deafness in relation to mental defect, and many children who present these defects either alone or combined, and also present mental defect are at present under care in educational homes.

55—A.W. 6. (Girl.) Three months at "Hugh Myddelton" deaf. Quite deaf. Annoys others and disturbs school. Noisy and spiteful. Clean. Silly drivelling facies. December, 1902. "Exclude as genetous idiot."

56—F.B. 13. (Girl.) Victim of congenital syphilis (mother scarred). Child has had part of nose eaten away and numerous bone ulcers and scars elsewhere. Nearly blind from specific keratitis and deaf. Five of nine children died with snuffles. Ear discharge. Frowning forehead. Incontinence of urine. Only suitable for institution. December, 1902. They "have offered twice to pay guardians to take her."

57—E.G. 9. Excluded at Special by medical officer, who reported her as unfit to associate with others. The child is "deaf and dumb, and is morally unfit." (D.S.)

58—S.T. 7. (Girl.) Very clean but cannot make wants known. Hearing defective. Sister in Special School—mother did not speak till thirteen. Excluded (3rd December, 1902) as imbecile (will review in twelve months).

59—C.C. (Boy.) 10. Congenital deaf mute. Right hand somewhat atrophied and paretic, drags feet, walked at 3. No bad habits, cleanly and happy but imbecile. (December, 1902. Try for three months at Deaf School, nowhere else for him to go.) (M.)

60—G.M. 7. (Girl.) Ophthineon (?) Blind and mentally very defective. Hears, but does not talk spontaneously. Echolalic speech, *i.e.*, only repeats what she hears said in parrot fashion. Disturbs the class much. Should not be allowed to attend, although she lives with the mistress who takes much interest in her.

61—G.I. (Girl.) 14. Congenital cataracts on both eyes. Nystagmus. Very mentally defective, facial asymmetry, arched palate, curved little fingers, feels her way, cannot hold things well. Only fit for a custodial Home.

62—J.L.S. (Girl). 11. This girl is blind from ophthalmia neonatorum, she is also feeble-minded to the verge of imbecility. Now complaints are made that she is seriously affecting the behaviour of other children. She makes no progress and learns nothing at school, and the place she occupies might be utilised more beneficially for others who are waiting. As there is no place elsewhere under the School Board, I suggest that she be discharged as ineducable.

63—C.W. (Boy.) 15. Morally depraved. Very disobedient and unmanageable; corrupts the younger members of the class. Cannot be corrected by teachers on account of age, size, and temper.

MISCELLANEOUS CASES.

Miscellaneous cases from Special School reports. What action can be taken?

64—L.B.—Divisional Superintendent. "I find from the report of the Head Teacher that this boy is a perfect terror. He steals off the vans in the streets and takes sweets or toys from the other children. He uses very bad language to the teacher, and last week she was obliged to send for the boy's mother. Under the circumstances the boy cannot possibly be sent to a truant school or an industrial school. Will you kindly advise me what action can be taken?" (D.S.)

65—F.S. 16. A miserable, defective girl. Very dirty in all respects, not in the least able to take care of herself. Mother drinks hard and seems even more deficient than the child, who now either is wheeling a perambulator or rambling about the streets. (Teacher.)

66—F.H. 16. Pleasant looking boy; attended six years, and would have continued, but was then excluded as aged 16. Very weak intellect, right hand palsied, reads well, counts badly. Mother did not know what to do with him as he could not in any way contribute to his own livelihood. (M.)

67—W. G. 16. Very tall, very shy boy. Has been to Special School seven years. Speaks an unintelligible language of his own. Has no power of attention, shows much twitching, and is still mentally a baby, though he has a thick growth of hair on his upper lip. (M.)

68—A. B. 15½. A tall, well-made girl, who would be handsome if she were clean. Her mother almost always in prison or in drink. Girl is really morally bad, steals, and has no idea of truth. Constant complaints of her being out late at night with lads. Cannot read the address on a letter, but reads a primer well. Does not know the name of the country she lives in.

69—C.D. 15. A nice-looking, pleasant-spoken girl with a giggling silly manner. Defective vision, was formerly at blind school, where she was considered immoral and unmanageable. Has been two years in Special School, and always tractable. Mother says she cannot trust her alone, and that she has a decided tendency to immorality.

70—J.E. 16. (22.10.1902). Attending Board School in September, 1897. Private doctor certified "J. E. is weak of intellect and deficient in the power of self-control. He is a proper subject for an asylum," in November, 1897.

January, 1898. Parents advised by Attendance Committee to apply to guardians with a view to getting him to Darenth, but their doctor certified "*in re* J. E., I have carefully examined this case for the third time, and am still of opinion that it is not a fit case for an imbecile asylum."

April, 1898, attending Special Class. Parent summoned eight times, and at eighth (13.6.1899) boy sent to truant school. Discharged December, 1900. (D.S.)

71—L.E. 10. Teacher reports (14.11.1901):—"L.E. is sent to school in a thoroughly dirty and neglected condition. She formerly lived with an aunt, who kept her beautifully, but finally had to send her back to her parents, owing to bad habits which she could not cure." She also stated that the child's father and mother were morally unfit to have charge of the little

girl. Is this case suitable for boarding-out? (D.S.)

72—G. L. 14. Mrs. Burgwin reports (14.10.1901):—"G. L. left Special School 18.12.1900. She is unable to be trusted in the street alone, and has now become so mentally weak that she could be placed in an institution as an imbecile."

Divisional Superintendent submitted the case to Guardians. Clerk replied this is a case in which the Guardians do not feel that they can intervene. Our medical officer reports that G.L. "is clean in her habits, both as regards eating and clothing; she speaks rationally, but occasionally during conversation makes silly smile." He adds, "the mother wants to keep her at home, and says that with a little more of her care the girl would be all right." If the Guardians are to accept this statement, it would be a cruel thing to send the girl to an imbecile asylum to associate with insane children. (19.12.1901.) (D.S.)

73—W. C. 8. Boy with hip disease. Brother (23) died phthisis. Sister (23) advanced phthisis. Sister "at home grinning at me all day long." Father at home "does nothing, always was simple." Mother herself feeble-minded. Cannot get girl away as guardians will not deal with her as a married woman. Boy excluded from physically defective class as he is feeble-minded and has early phthisis. (5.12.1902.) (M.)

7769. (*Mr. Dickenson.*) Perhaps you would explain that question I was asking Miss Lawrence about the figures, namely what the figure 5808 is, which is represented as being the total number of defective children scheduled at Lady Day, 1904?—I take it that is the school attendance schedule and that is the number given by the School Attendance Department as known to them to the best of their ability; it does not mean that those children have necessarity been medically examined and certified; they are simply known, from hearsay, to the attendance officers.

7770. Is it the attendance officers or the teachers in the school?—The attendance officers.

7771. The attendance officers deal with children before they come into the school?—These would be children of five or six which have not been to school—some of them.

7772. The attendance officers do not go into the question of whether they are feeble-minded or not?—Suppose a parent says they are so feeble-minded they cannot come to school, they will record it. This is a heterogeneous mass of children supposed to be feeble-minded, and when they get to the age of seven, they are examined by us. Some of these will be under seven. Some will be too far away to be examined for schools. If a child is too remote from a school, we do not examine it.

7773. You examine every child?—No, not necessarily. We only examine children submitted to us for admission—the mentally defective children.

7774. Submitted to you by whom?—By teachers and by others.

7775. By teachers of ordinary schools?—Yes, and sometimes by divisional superintendents; children who have never been in school.

7776. They have to be brought to your notice by whatever organisation there is?—By laymen you might call them—teachers, school attendance officers, parents and so on. I expect this number means that the school attendance officers return them.

7777. Of that 5808, in all probability you would discard a certain proportion?—Yes.

7778. You cannot take that as being the total number of defective children?—No, these are the children that, on the certificates, appear to be defective, and they are accepted *pro tem.* by the Attendance Department as defective.

7779. When children are brought to you for certification, is it your experience that a considerable proportion, or not, are of such a kind that you refuse to send them to special schools?—I have given these numbers.

7780. That is where you give us the numbers examined, 4561?—Yes.

7781. Out of a total of 5808, 4561 come before you?—No, not necessarily. Many of these will never come into the hands of the school department, they will pass straight from the teachers, so they will never come under the record of the 5808.

7782. Are you quite correct. What does the 5808 include?—It includes all sorts of children, but there may be children who are not included in it. A child in an elementary school whom a teacher records straight to our department as being defective and wants us to examine, would not be necessarily in that list as being defective. Several hundreds might not be defective and yet be examined by us. It is very complicated. The one figure, 5808, represents the School Attendance Department's idea; the number of children they have scheduled as defective.

7783. They do not include the children who are in the ordinary normal schools and who yet are in process of coming into the special schools?—They do not necessarily include them. Of the 4,561 which we examined we returned 1,047 to the ordinary schools. Probably they never were put in the list scheduled as defective. The teachers simply thought they were defective and submitted them for an examination and we refused them. They will remain in the elementary school, and will never be included in the 5,808.

7784. We are thrown back again upon really what process of thought some person has gone through in order to arrive at the 5,808?—I should say that is the estimate of laymen; it does not represent anything absolute at all.

7785. I suppose that might undoubtedly include all the children in the special schools first of all?—I should say so. It would include children in the special schools, children who are too far away from the special schools to attend there and who may in consequence be attending elementary schools, and it will include children who are not attending any school.

7786. But you think it will not include children who at the present moment are attending an ordinary school, but who are so feeble-minded that they are brought before you?—It would not necessarily include them. It would not include them all, at any rate.

7787. Would it exclude them?—Probably of that 1,047 that were examined and passed as fit for an elementary school very few will be included in the 5,808, because they will have been submitted to us by the teachers as defective; we shall have seen them and said they are not defective, and they will never come into the School Attendance Department at all.

7788. I understand the 5808 would be a figure which was arrived at upon the assumption that all the children in the ordinary schools are not feeble-minded?—Yes, that will be so.

7789. Therefore this number who come before you from the ordinary schools will have to be added on to this figure, probably. It would be a larger figure than 5,808?—Yes, it would be.

7790. This 4,561, the numbers examined, were all children in the schools, were they?—Not necessarily all. Some of them would be submitted to us from other quarters than the schools, some would be children who had never been to school, some would be those whose parents suspected them to be defective, others children which the school attendance officers had not found at school.

7791. The majority would be those at school and brought to your notice by the teachers?—Yes. We could give you these numbers if necessary.

7792. Would those all be children in the provided schools, or would they include children in the non-provided schools?—They ought to include children from all the elementary schools, but the greater part would be from provided schools. Hitherto we have had very few from the non-provided schools, but during the past twelve months, the numbers from the non-provided schools have been going up by leaps and bounds.

7793. There will be considerable addition to the figures in a year or two?—We have a great excess at the present moment. A year ago we were having six examinations a week. In January and February this year, when this was written, we were having eight, and since Easter we have had ten a week. There are twenty children submitted at each examination.

Questions 7794 to 7828.

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7794. Are these children of all ages, or mostly young ?—From the non-provided schools they are all ages.

7795. Children they have had in the schools up to the present moment and not done anything for ?—Yes.

7796. In the provided schools, I suppose, they are mostly young children ?—Yes, and a good many go back to the elementary school after a short stay in the defective classes.

7797. Are you able to help us with any further estimate as to what number of children would have to be provided for on the assumption that those who are unable to defend themselves were taken to residential institutions after school life ?—I say, "Rejected at once as imbecile, 143. Rejected after probation as imbecile, 44." That totals up to 187 imbeciles. Below that, "Left aged fourteen, permitted to go to work, 140; left between fourteen and fifteen, 91 boys, 90 girls; age fifteen and over 60 boys 53 girls." These total up to 434. Those are not necessarily all custodial cases. Our estimate varies from one-third to two-thirds that ought to be custodial cases. It depends upon what you judge of the custodial cases. That question is dealt with elsewhere.

7798. You put your estimate at something between one-third and two-thirds—say one-half ?—Yes, it depends entirely on how strictly you are going to draw the line. At least one-third of the children require custody and two-thirds would be the better for it.

7799. That is at least a third of the 434. That is not an annual figure, I suppose ?—These are the children leaving last year. The whole thing is developed on the next page.

7800. Where do you make out your estimate of the number of children who every year will be leaving and who ought to be provided for in some way by the homes ? Is that the figure in your Table on page 435—283 altogether ? We have there 148 boys requiring custody, and 135 girls, that is 283 ?—These are not annual figures. These are cases examined for the purpose of a particular report.

7801. Where do you get the annual figures ?—I do not think I have got them there.

7802. Can you give us any estimate of the annual figures ?—No, I cannot give you that at the moment.

7803. On page 435, col. 1, you say, "Of children over twelve, 455 were examined, and in 126 cases it was decided that they were only fit for custodial treatment in the future." That is about 25 per cent ?—Yes; that is children over twelve.

7804. You say according to your figure it is something over one-third of 434 ?—It is not as much as a third of 434, because these are some of the best children who leave at fourteen. The 455 examined, over twelve, were the children who remained in the class between twelve and sixteen, so that contained a considerable number of cases of the worse ones.

7805. That would still further reduce the number ?—Yes, judged by the over twelve.

7806. Would it be reasonable to take it from these figures that would be 150 a year ?—Yes, I think so; I think 150 a year would be well within the limits; that is including imbeciles.

7807. Not including imbeciles, because I understand imbeciles were 187 ?—Yes, 187 were rejected last year. Then it will be 150 others would probably require custody.

7808. What do you say with regard to that point I asked Miss Lawrence about, as to whether these children could be kept on with advantage in the day special schools? —After what age ?

7809. From the age of fourteen to twenty-one ?—I do not think that the education in the day schools would be worth the cost, because most of these people by the age of fourteen have reached what you might call their mental limit and they will not materially learn anything after that.

7810. You think they must go to custodial homes ?—If you are going to keep them in custody they should go into custodial homes; if they are fit to mix with general society most of them at the age of fourteen should go to some kind of work. That is pretty well the rule we are following now.

7811. Then you would say these people are not fit to mix with general society ?—A large proportion of them are not fit; I do not like to give you a definite figure.

7812. With regard to these 150 a year which you say are those who in your opinion will probably leave the schools and ought to be provided for in this way, they ought to be provided for in custodial homes as far as your experience goes ?—Yes.

7813. With regard to this question raised on page 433 and elsewhere with regard to the definition of the Elementary Education (Defective Children) Act, 1889—children who are not imbeciles—— ?—There is a little addition to make there, that is, children of the higher types that become criminals afterwards, and the moral imbeciles that we treat at Bastell Avenue; the law does not provide for their being treated as mentally defective. The definition of "mentally defective" child is "a child incapable of receiving benefit from instruction in an ordinary public elementary school." Most of the higher type of children are quite capable of receiving instruction and some of them get to the fifth or sixth standard.

7814. All that happens is this: that the Act of 1899 which empowered these special schools says, that the children who go to the special schools are to be children who are not imbecile ?—The definition of "imbecile" is "a child not capable of receiving instruction in a public elementary school."

7815. What prevents the imbecile being taught in an ordinary school ?—He is not fit to receive instruction; he is not capable of receiving benefit from it.

7816. That is the definition of the Act of 1899 ?—Yes, it includes all such children, it subdivides imbeciles by saying they are also not capable of receiving benefit or instruction in an ordinary public elementary school.

7817. Is ordinary education only allowed to be given to those who are capable of receiving it ?—No, the Elementary Education Act is a permissive Act, and the education authority is empowered to treat certain children in special schools and so on, and they are defined in this way.

7818. This particular provision for special treatment of children is restricted to the class that are not imbecile and yet not capable of receiving education ?—Yes, consequently these moral imbeciles who can receive benefit do not really come under it.

7819. They are not imbeciles, but they are incapable of receiving ordinary education ?—Yes.

7820. How does this difficulty arise with regard to imbeciles who cannot be taken into the special schools ?—We exclude them, and then there is no authority at all for looking after them in any way, unless they are paupers.

7821. You exclude them from where ?—From the ordinary schools; they are unfit for them; we cannot receive them into the special class, and there they are; they are left.

7822. Are you bound to exclude them from the ordinary school ?—Yes, they are not fit for it.

7823. Would you give us the number of those children that we are speaking of, less those not suitable at all for the special school or the ordinary school ?—Those are children given on page , rejected at once as imbecile 143, rejected after probation as imbecile 44, total 187.

7824. That is an annual number ?—That was last year's number; it will be much larger this year, I should say. I do not know that this particular number of imbeciles will be larger, but we are having much larger numbers to deal with.

7825. What was done with this 187; they were not all allowed to roam about the streets ?—I do not know.

7826. Some of them get under the Poor Law and go to Darenth ?—Yes, they can only do that by becoming paupers; even then they cannot do it always.

7827. Have you found the medical officer of the guardians refuse to certify ?—I think there were about ten of ours last year which were afterwards taken to Darenth.

7828. Only ten ?—There would be others we did not hear of. We only followed up about ten. I have dealt with that difficulty somewhere. That whole point of imbecile children is treated in my statement under the heading "Imbecile Children."

7829. The figure you give in the first paragraph of that is 280?—That is not an annual return, that is the total that are known. The work has only been done very thoroughly in the last 2½ years, so it is difficult to give an annual rate. There I give 130 children annually, but this particular memorandum was written over 18 months ago.

7830. At that time 130 children were being turned out of the County Council schools as being not suitable for any institution that was ready for them?—Yes. Then there is this other number that was scheduled by the school attendance department as being imbeciles whom we never saw, probably.

7831. I see in the Appendix you have given us particulars of two special investigations that have taken place with regard to 357 children by Dr. Thomas, and certain other children by Dr. Berry. I do not see what is the total number of children inspected by Dr. Berry?—The numbers are given below for Dr. Berry; they are classified as all being over twelve years old and so on; it simply wants this column added up.

7832. The number returned by Dr. Berry as suitable for custodial treatment is very much smaller than the similar number given by Dr. Thomas?—Yes, one doctor judges differently from another, that is why they are given separately; it is apparently due to individual differences in temperament in forming the judgment.

7833. In your suggested remedies here, you recommend that some body should agree upon a standard of imbecility?—Yes, that is a very difficult thing to do.

7834. I was going to ask you how you contemplated that being done?—What I mean is this: the child that we exclude from school and say we consider imbecile we find afterwards the medical officer of the guardians says is quite normal. We want some means of estimating or defining.

7835. How would you think that could be done best?—Of course we have no absolute criteria to go on; we go by the child's age; what its knowledge is; what it can do; whether it answers to, and can understand, what you say; whether it can count its fingers.

7836. I suppose you want a continuous inspection?—That is really what is wanted.

7837. It comes to this; these ought to be dealt with entirely by the medical staff of the education authority?—Yes.

7838. That would be an advantage in your opinion?—Yes.

7839. (*Dr. Donkin.*) I suppose one may infer from what you say in your statement (page 435) that at any given time there would be a very considerable number in the special classes who would, on careful medical inspection, turn out to be very slightly teachable?—There are some. There are always children on probation. We always give them the benefit of the doubt because we think it is the last chance, and as a rule it will be at least six months before that judgment is revised, unless the teacher finds that child is absolutely intractable.

7840. In these special classes which are supposed to deal with the feeble-minded as apart from idiots and imbeciles, there are much more likely to be some imbeciles than only backward children?—Yes, there are generally one or two in each class that are very doubtful indeed as to their mental status.

7841. Do you find, as a matter of fact, any number of children who afterwards turn out merely backward, and with probably good brains and intelligence?—There are a considerable number of children that after a time go into the elementary schools. A child that is merely dull, if it goes into one of these special classes is in danger of never attaining more than a certain standard; it does not get enough stimulus. Miss Lawrence gives the actual figures. Whilst I was here this morning I put it into a curve; its shows you the maximum number in attendance between the ages of nine and ten, and from that it has steadily fallen—the number in the classes—most of these are children that come back into the ordinary school, having been in the special classes for a year, or two years. The real solution of that question is not to have these children in special classes; they ought to be in intermediate classes where they would get on much better and those that are naturally of a dull disposition probably would attain a higher level than they will in the special classes.

7842. They had better be sent to intermediate schools at once?—Yes.

7843. Careful inspection would prevent their being drafted into the special schools?—Yes; we want a very much more careful selection of children than is possible at present; we want an hour spent on them perhaps one week, and an hour the week afterwards, in the case of special children. Nine-tenths you can settle at once, but probably one-tenth would require careful medical inspection and supervision with a view to classification.

7844. There would be, in your opinion, now, a great many children who, with careful examination, would show that they were qualified for better teaching, for nearly normal teaching, who are now classed as defective?—Now, our special schools are so crowded that I do not think there are many of the type you would expect to put in an elementary school. We only put in the worst children, because we want the room. Previous to that, when the selection was not done as thoroughly as it is done now, I have no doubt that there was a considerable number classed as imbecile who might do well; I know from subsequent history that is so.

7845. That might account for the very favourable results published, from time to time?—Yes; I would not attach very much importance to these results as types.

7846. You say on page 435 (col. 1), you think that by the age of twelve a serious practical diagnosis could be made as to the mental capacity of the child, as to whether or not it would be likely to be able to earn its own living without control?—Yes, I should think there are very few children that you cannot do that with, by the age of eleven. You cannot do it at younger ages. If you attempt to do it at eight or nine, you will make mistakes; but at eleven, if the child has been in school for two or three years, and if you have seen the child repeatedly, you ought to be able to make a clear diagnosis of the child's capacity.

7847. You would think that anything like a tentative further education of an elaborate nature would be a waste after that time, supposing the child had shown but slight improvement?—Yes.

7848. You would tell at once whether it is worth while spending more money?—After the first enquiry on the subject it was put at sixteen; most people thought sixteen was the best age. I think experience has shown that a great deal of the education between fourteen and sixteen is practically waste—the child cannot learn.

7849. You can tell what a child is worth at eleven or twelve?—Yes; its mental capacity is attained for scholastic affairs by fourteen, quite. If they cannot read then, they will never read.

7850. In the event of there being any further power of detention of those whom there is every reason to believe to be hopelessly feeble-minded, the decision as to whether or not custodial treatment would be necessary, could be made at an earlier age than it is generally made?—I think so, in most cases. There are a few cases where you cannot be absolutely right.

7851. But in most cases it could be arrived at, at about the age of eleven?—Eleven to twelve.

7852. I think one may infer from what you say generally in your Report, that out of the class of children who are dealt with in the schools and are practically co-terminous with the class of feeble-minded, as apart from imbeciles, one-third would require custodial treatment afterwards, and another third would require after-care?—Yes.

7853. It might come to custodial treatment?—Yes.

7854. One-third only, one could say, would be more or less free?—I think that is well within the limits.

7855. So that it would be a very large number out of the feeble-minded, as apart from what is known as imbecility, who would require, through their lives, a good deal of care?—Yes, some other help than they could give themselves.

7856. I should like to ask a few questions on what you say about heredity. You hold a strong view, as you say that mental defect is strongly hereditary?—Yes.

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7857. You mean practically that feeble-mindedness runs in families?—Yes.

7858. And that there would be a very considerable probability of many feeble-minded children being born of feeble-minded parents?—Yes, I think so.

7859. Do you know of the evidence that Dr. Eichholz gave before this Commission?—I do not know it; I have been glancing over some of it.

7860. He also gave similar evidence before the Physical Deterioration Committee?—Yes, I know Dr. Eichholz's opinion.

7861. It is rather unnecesary to ask whether you agree with him or not?—On the question of heredity, what I have said here is rather opposed to Dr. Eichholz.

7862. Would you say that a very considerable number do occur quite apart from any incidental surroundings?—There are spontaneous variations, as you might call it, cases cropping up in the best families, but on the whole mental defect is hereditary, I think, and runs in families.

7863. I do not know whether you have any statistical evidence which you could give?—The statistical evidence is very incomplete, it is exceedingly difficult to get. I had a case recently where there were four children who were all cousins and all members of a different family. I thought it would be an interesting family history to investigate and I sent one of my assistants to do so, but there was no success at all; the inquiries were resented very vigorously. That is an example of the difficulty of getting that information.

7864. It is more from the experience you have had that you would say you feel convinced there is a much larger number of feeble-minded people born to the feeble-minded than born to the average population?—Yes.

7865. To prove it, one would require comparative statistics?—Yes; there is no doubt, when one goes to the examinations and sees the people who come up, and the children they bring.

7866. With that conviction you are a very strong advocate for permanent custodial charge of these children as soon as they are definitely, after skilled investigation, proved to be feeble-minded?—Yes.

7867. Those that might not be permanently kept in restraint you advise should be prevented from producing children?—Should be sterilised at an early age; I mean before it means anything to them.

7868. Before the organs come to functional activity?—Yes.

7869. You have reason to believe that, if done at the age of thirteen, or about that, the operation would be harmless?—Yes, I think so.

7870. Would that apply, in your opinion, to both sexes?—Yes, I should say so.

7871. There is not much difference between the two sexes?—Not very much; the risk is very small of any ultimate harm.

7872. You have given some attention to what has been done?—Yes, I know what has been done.

7873. Could you tell the Commission anything with regard to what was done in America?—I do not know what recent work has been done. You will find it all in Dr. Barr's book.

7874. You are not aware as to whether anything further has been done with regard to legal enactments about it?—Legislation has been attempted, but in each case the Governor of the State vetoed it, for some reason or other

7875. You are not aware of anything subsequently?—No.

7876. You would be in general accord with the opinions expressed as to this?—Quite so. I am in complete agreement with those opinions.

7877. Of course that would only have the one effect towards which it is directed?—Yes, quite so.

7878. Some have suggested it is the sovereign cure for most of the ills that have been represented as accruing from the feeble-minded; you would not agree to that?—No.

7879. In a large number of cases they might be dangerous?—As a remedial treatment it is not to be thought of; it is simply a preventative for the sake of society.

7880. A preventative of part of the evils which would result from this particular grade of feeble-minded person being allowed to go about?—Yes, I see so many feeble-minded women come up with their feeble-minded children that I think it would be very much better if they never had children.

7881. In fact you would say, in other words, that it would not in any other way (although it might slightly diminish) do away with the absolute necessity for widespread custodial treatment?—No; custodial treatment is the rational thing at present; the other is rational but there are difficulties in the way.

7882. What I want to bring out is that from the medical and surgical point of view the thing is practical?—Quite so.

7883. And practically harmless?—Yes.

7884. (*Mr. Byrne.*) I want to elicit more clearly the source of the very interesting figures which you have given in the early part of your memorandum, where you describe the mode in which these children are examined for the special schools. How are the children first found? You speak as if they were found in the elementary schools, but on the other hand there must be some who are not in there, because their parents will not allow them to go there?—Under the head "Medical examination of children for special Schools" I say: "Before a child can be permanently admitted to one of the Council's Special Centres it must be examined by the medical officer. Head teachers are required to report any cases of blind, deaf, or mentally defective children coming under their notice, but nominations are also received from divisional superintendents, charitable bodies, managers, parents, and others."

7885. It is on those last words I want to ask you a question. Divisional Superintendent reports would be the result of investigation by your attendance officers?—Quite so.

7886. That is to say, of a fairly minute inquiry in the family of every person who might be expected to require to send their children to an elementary school?—Yes.

7887. What classes of society does that include?—It should include all classes of society.

7888. In practice, what does it include?—The Board of Education takes it at six-sevenths of the child population.

7889. The attendance officer does not go round Berkeley Square?—No.

7890. It includes all the population——?—Of the elementary school class.

7891. And the whole of that population, including even some who are otherwise dealt with, namely, paupers?—Yes.

7892. So that of the 143 imbeciles who are rejected at once, and the 44 rejected after probation——?—That does not represent the total crop of imbeciles in London; there are a certain number who are never submitted to us; these are only cases that have been brought up for medical inspection. I cannot say who the others are. There are a certain number certified by poor law doctors and others. The school attendance department accept that at once as satisfactory—that they are imbeciles.

7893. What proportion do you estimate that that excludes?—You see somewhere else they reckon there were about 300 of these altogether in London.

7894. That is nearly double?—That is all ages. These are children submitted in one year—the other ones.

7895. There were in existence 300?—300 that they knew of.

7896. 180 found in a year, and the 300 estimated in a year is simply nothing. Does that mean that all the others have come under the poor law?—Yes.

7897. You understand my difficulty?—Yes.

7898. I want to know to what extent these figures may be taken as representing the actual facts about the feeble-minded among the people other than the rich classes and the pauper classes?—I could not tell you.

7899. May we take it it represents most of them?—I should say it represents the majority of them. We are getting more and more to have every child examined. The tendency now is that every child in London should be examined by the medical staff.

7900. It will be very difficult to keep an imbecile child or a feeble-minded child from the knowledge of your attendance officers ?—It will become more and more difficult.

7901. On the whole, you think we may accept these figures as a close approximation to the truth ?—I think we are slowly approximating to it. You could take these as working figures, to start with.

7902. The other question is as to the actions of the feeble-minded people ; that is to say, the question whether they lead a fairly orderly life depends on their environment, does it not ?—Yes.

7903. People of equal degrees of defect may, in favourable circumstances, never do harm ; in unfavourable circumstances they may come to grief ?—Yes.

7904. Consequently, with the best judgment in the discharge of feeble-minded children from the schools, there will be some who, when they get into the dangers of freedom, will show they ought never to have come out ?—Yes.

7905. So that, in addition to the education net, you would agree there must be some means of bringing in these subsequent failures to custodial treatment ?—Yes ; I have said I think all these children from the very first should be registered, and I suggest finger prints should be used.

7906. Would you suggest that should be done during the school age or after the first failure ?—I should do that at first.

7907. We have had the suggestion before us that it should be done when they come first unfavourably to the notice of the Government ?—No, I should have them registered the first time they are examined, whether they are accepted or rejected. The first time they are submitted for examination as feeble-minded I would have the finger prints registered. That remains a permanent record, whether the child changes its name or not. You can always get it in a few minutes.

7908. That can be done in the same way as measurement and other things, without exciting remark or placing a stigma on the child ?—Yes.

7909. At the end of your memorandum, you cite the important representations that have been made to the Government by the education authorities, and by the education authorities in connection with the County Council and the Asylums Board ?—Yes, that was a conference.

7910. Those recommendations are obviously of an influential character. They are to the effect that further provision is required, and in addition to that, there is the desirability of simplification of authorities ?—Yes.

7911. Have you any practical suggestions on that subject ? We have had it suggested to us that it would be expedient that one body should deal with the whole mass of defectives ?—I think one authority should deal with all ; certainly until sixteen the education authority should deal with all the children ; after that it should be the County Council, not necessarily as an education authority.

7912. In the same way that it is an asylum authority, and so on ?—Yes.

7913. Would you take these defectives gradually from the control of the poor law and put them under the county and borough authority ?—Yes, I think that would be the best way to do it.

7914. Would you have them under Government inspection and regulation ?—Certainly.

5915. I presume you have considered the measures now being taken to deal with the inebriates ?—Yes.

7916. Do you consider that system a good and lasting one ? You know the system under the Inebriates Acts, by which Institutions can be started by private individuals or philanthropic bodies which receive grants from Government and similar grants from local authorities, and they work under regulations made by a central authority. Do you consider that a good and workable system ?—Do you think we need go into that now ?

7917. I only want to know what sort of Government inspection you think is necessary. I do not want to ask you about the Inebriates Acts, but merely as a system ?—I do not quite understand.

7918. I want to know what sort of system you would recommend as being suitable for defectives if they are to be kept in permanent control. Would you recommend the system of the Lunacy Acts or of the Inebriates Acts, or of the Poor Law Authority ? Would you put them under Local Government Board, or what sort of system would you suggest ?—I am afraid I do not know enough about the administrative details of these things. My own idea is that most of these custodial people ought to be treated in colonies and made to work, but beyond that I do not know the administrative details sufficiently to say anything.

7919. But you do think they should be under Government inspection and regulation ?—I think Government regulation and inspection are absolutely essential.

7920. Because now and then they would require discharge ?—Yes.

7921. (*Mrs. Pinsent.*) Can you give us any idea as to the percentage of children now in the special schools for whom boarding school education is necessary ?—Of the children in the present day classes ?

7922. Yes ?—I think most of them could remain in the day classes until they were fourteen. The cases we treat by transferring them to residential Homes are quite a minority, but I could not give you the percentage.

7923. Would you agree with Dr. Eichholz in saying it was 10 per cent. In your opinion would that be too high, or too low ?—I think 10 per cent. would be rather an excessive amount. It would be rather a waste of money to put 10 per cent. at once into residential Homes. I think it would be below that.

7924. You were saying you thought it was possible to decide at about the age of eleven or twelve whether the case was going to be a self-supporting case or a case for custodial care. Supposing it is a case for custodial care, would you put that child at once into some residential Home ?—The sooner the better I think, and alter its training and treatment altogether. Instead of going on with ordinary school work you would set it to do something else.

7925. Would it be under the Education Authority, or would you prefer that it should be at once removed to the Authority that is going to take care of it for the rest of its life ?—That would be the best thing. It could be transferred from the Education Authority on a certificate.

7926. Even though it was still of education age ?—I think so, after it was definitely settled what should be done with it.

7927. You think that would be a saving of expense because the child would at once be put to the kind of work suitable for it ?—Yes, I think that would be an advantage.

7928. It would also give a certain amount of room in the day classes for the children most fit to take advantage of them ?—Yes.

7929. I think in answer to Dr. Donkin, you stated one-third were self-supporting, one-third required "after-care," and one-third custodial treatment. Could you define at all the kind of "after care" which would be any good to that one-third ?—We find in practice that these children, if they are with their parents or with an uncle or aunt, can be kept at some simple work, but if they are not with relatives they generally flit from one place to another and afterwards come to doing nothing—they cannot keep places. The idea one gets is that when they are under supervision they can be made to work, and when they are not under supervision of a very good nature they become loafers.

7930. That means some "after care" which is given in institutions ?—It really means that. It practically means that two-thirds of these children will never earn their own living.

7931. That is the point I wanted to ascertain. The idea generally held of "after care" is, that it is a kind of visiting by Committees appointed for that purpose in the children's homes?—That is not a success.

7932. That is not sufficient ?—No ; it means almost hourly overlooking.

7933. Unless you could sit on the doorstep, as it were, it is no use ?—Yes ; that is practically what the thing amounts to.

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7934. I do not think you have actually expressed in your statement whether or no you would be in favour of making the Epileptic and Defective Children Education Act compulsory?—The present Act—I think that should be compulsory.

7935. Would you like to see it amended in any way? For instance, would you like some provision introduced which would ensure a certain number of boarding school places for the children that we have been discussing?—No; I do not think that need be considered yet, because when once the Authorities have to administer the Act they will make arrangements for the cases that want boarding They do that in practice now, with the blind and deaf.

7936. But is there any provision, by any Authority, of Boarding Schools for defectives, except the one for morally defective girls in London?—I do not know what is done outside of London.

7937. Do you think the Education Authorities are likely to put in practice this very much more expensive mode of education when they have been very shy of putting the Act in practice at all?—I cannot say that.

7938. You are in favour of a certain amount of boarding schools, I take it?—Yes.

7939. Would they be any good without compulsory powers to enable the authorities to make the parents send their children?—No. These Residential Homes break down in the very worst cases. They break down when you want to enforce attendance. There ought to be compulsion given to enforce attendance in a proper place.

7940. You would amend the Act?—It certainly wants amending in that respect.

7941. Would you be in favour of holding out encouragement to authorities to build residential schools, say by extra grant?—I think for Residential Homes the present Act has too many restrictions in keeping the numbers down. As far as epilepsy is concerned, of course, it has been practically unworkable and unworked—has been a dead letter. If they allowed Homes of a suitable size it would be better, and for these custodial cases you do not want to be very particular about having very small Homes—it is immaterial. I think if they allowed larger Homes the cost of administration would be very considerably reduced, and the thing would become workable; but with small Homes limited to fifteen in a house, the cost is enormous, and the rate-payers will not stand it.

7942. Would you be in favour of a higher grant for boarding school establishments?—Yes, I think so.

7943. (*Dr. Needham.*) I see in your statement, under "Suggested remedies," there is a remedy suggested first "to agree upon a standard of imbecility in order that where a child is certified to be imbecile by the Board's medical officer, he or she may not be refused by the medical officer of the guardians on the ground that he or she is an imbecile unfit for admission to an institution." Can you suggest any means by which it is possible to agree upon a standard of imbecility?—It would be very difficult, but I think we might; in relation to education at any rate. A child of a certain age who does not know any letters, cannot count its fingers, and who will not obey commands and behaves unreasonably in other ways, might be considered as an imbecile, yet we find children of that type, whom we refuse to admit into the schools, are refused afterwards by Guardians because their doctor considers the child is not imbecile.

7944. You think you might impose an arbitrary definition which would be satisfactory?—It would be exceedingly difficult to do it, but it would be unnecessary if we had the one certificate running all through. We have had cases repeatedly of children as to whom there was no doubt about their imbecility, children who could neither behave properly in their home nor out of it, and yet the Poor Law people refused to take them.

7945. Would you propose the certificate to which you refer should be a certificate simply stating that the child is mentally defective, without specifying the facts on which the opinion is based? Is it not a very difficult thing to specify the facts?—It is exceedingly difficult, but I think that a person who makes a judgment ought to be able to state the grounds of his judgment. Now, in London, we always take notes of every child, so that we may have some definite ground to go on if the case goes into court, as it frequently does. Then we have some definite grounds to go on, on which we state that the child is feeble-minded. I think there should be a statement, as there is in the Lunacy Certificate, of the facts related by others and the facts that you have noted yourself.

7946. Mr. Chadwyck Healey draws my attention to No. 18 of your "Borderland cases requiring custodial treatment," which would, I suppose, be a case of this kind: "J. P., twelve and a half; boy; low type of face; at times uncontrollable; has been guilty of offence against a little girl; behaves whilst under strong control; very bad home; reading poor; arithmetic fair; general knowledge fair." Are those sufficient facts to indicate him as mentally defective? Would they be satisfactory to a person who had to look at the certificate and satisfy himself from the certificate—not from observation—that he was fit to be taken care of and deprived of his liberty?—Those are just notes from one's book.

7947. I only mention them as facts indicating his condition?—"At times uncontrollable." There was a long history in this case of misbehaving—he would not stay in his place—and violent excitement It was on that that we thought it was a case that would require custodial treatment.

7948. You are quite satisfied that you could frame a satisfactory definition of this kind of imbecility or weak-mindedness, and that it would be desirable, in giving a certificate, to deprive the subject of it of liberty to specify the facts upon which you form your opinion?—There must be some facts specified, or one could not deprive persons of their liberty.

7949. (*Dr. Dunlop.*) You spoke about the large number leaving the special schools at twelve years of age, and most of them having been removed to the normal classes; Are you quite sure that is the cause of the diminution of the numbers there?—I cannot give you the facts of that; it is only this morning I have done it.

7950. Would you like to withdraw that opinion?—I know many do go back.

7951. Is it not also the fact that many leave the school and disappear?—We are very strict about leaving before fourteen; it is practically impossible for a child to get out of the school; it is followed up.

7952. As a matter of fact a good many disappear from the special schools, do they not?—I do not think they disappear before fourteen; the efforts to keep them there are extraordinary.

7953. The efforts are not always successful, are they?—Unless the child and its home are lost altogether.

7954. You talk about sterilising to obviate the production of more mental defectives; do you advise similar treatment for any other defect or hereditary diseases?—No.

7955. You pick out this one defective condition?—I have only considered it in relation to this; I have not considered it in any other respect.

7956. Do you think it is a practical measure or not?—I think it is a thing to be talked about at present—at any rate, to prepare the public mind for it.

7957. It is rather in the sphere of philosophy than practical politics?—Yes, but quite to be set forward.

7958. If you will turn to page 433 you will notice this paragraph: "As there is no provision specially relating to those excluded as imbecile"—you must be aware that there are a great number of imbecile institutions in London and the neighbourhood?—Yes, but there is no authority to which the care of imbeciles is committed. If we exclude a child from school and the parents do not choose to do anything further with that child, no authority has any power over it.

7959. What does Darenth exist for?—That is another thing. If the father says, "I will not send my child to an imbecile asylum," no one can make him send it.

7960. There is no power of seizing and sending?—There is no statutory authority that has any power over these children.

7961. But there is provision?—There is some provision. These are the very children that we cannot get into places; we do our best for them. At the end of my

evidence in the last three paragraphs I deal with that. We say exactly what occurs to us; we always tell the parent, "You should communicate with the Poor Law relieving officer, and he will see about this child being taken to a proper place," but as a matter of fact we find it is very rarely that they succeed in getting the child into Darenth or any other place.

7962. There is considerable accommodation?—Darenth is crowded.

7963. Darenth and Tooting Bec Asylum, the Metropolitan Asylums Board Homes, the National Society's Homes, the County Council Asylums?—These are for lunatics.

7964. Some of these children are lunatics, are they not?—Very few; they are imbeciles that we are dealing with—ordinary imbeciles.

7965. Are not imbeciles defined as lunatics in the Lunacy Law?—No, they are distinctly defined as not lunatics. The definition is "imbeciles are not lunatics, and lunatics are not imbeciles."

7966. "A lunatic is an idiot or a person of unsound mind." At all events, there is a large amount of provision under the various authorities?—It is under various authorities.

7967. Unificaton is essential?—Yes.

7968. Your opinion is that it is better under the County Council?—Yes.

7969. What you state is, that it should be under one authority?—Yes.

7970. As regards the classification, you gave us a new classification that we have not had before the Commission before—spurious mental defect, true mental defect, very defective, and imbeciles?—These are simply our practical divisions that we use in every-day work under the Education Authority.

7971. You find they overlap?—Yes, you cannot draw any line of definition.

7972. A great many children in the special classes are genuine imbeciles?—They are.

7973. And some of the cases you quote under "Borderland Cases"?—Yes, but they are put in more out of charity than anything else.

7974. You do not necessarily exclude all imbeciles?—No.

7975. For instance, you have a Mongolian imbecile mentioned?—We have numerous Mongolians; we are keeping them out now; we have not room to admit them.

7976. There are still some; I saw one yesterday?—Yes.

7977. As regards results, have you personal experience in the matter? Have you been able to follow up any children after they have completed their course of training?—Do you mean after they have passed from the special school into the elementary school, or gone to work?

7978. Gone to work?—The results have been generally disappointing.

7979. I am not asking the general results; I want to know your personal experience?—That is what I have known; I have followed up children.

7980. How many?—I could not give you numbers.

7981. Have you followed up a couple of dozen?—I must have followed up far more than that; only for a year or two. When I was in Bradford I knew every child who passed through the special classes, and with one or two exceptions they all did badly; they could not keep places; they become loafers; they go as van boys, and they get past the age for van boys and cannot find another place.

7982. In London have you been able to trace any?—No, I have had too many things to do. We have made an attempt to trace them by the managers; I think Mr. Allen will put that in.

7983. You yourself cannot speak to that?—No.

7984. You say the estimate of one-third hopeless, one-third good, and one-third requiring "after-care," is over-sanguine?—It is sanguine. That is my own impression.

7985. Will you say over-sanguine?—Over-sanguine, if you like.

7986. Will you also allow it is not altogether a dependable result because it is based on opinion and not on fact?—Quite so, it is a thing that it is impossible to measure in percentages; that is why we have taken round numbers such as one-third.

7987. If we base a statement on an estimate of actual facts observed after the school age, the proportion of successes would be very much smaller than is there stated?—Yes.

7988. I do not think there can be any question about that?—I quite agree with you that there are very few cases that do far better than anyone could have expected, but probably they were cases of mistaken judgment. I do not know what these cases were when they were at school, but I have heard of them since. I have only been in London three years.

7989. Do you go round London, or one district only?—I go anywhere in London.

7990. Are you the principal medical officer?—Yes.

7991. Regarding the epileptics, are you strongly of opinion that severe cases should not be treated in ordinary schools?—Yes, they upset the school, and their own peculiarities make it impossible.

7992. Many of them are mentally defective?—Yes, they degenerate as a rule.

7993. For degenerating epileptics, or well-marked cases of mental defect, the greater part of the cases that are in the schools, do you think the treatment in special schools a success? Is the education that these children get worth the expense of giving it? Do the results warrant the expense?—I am very doubtful about it. In some cases the results are good. In some cases the parents and the relatives of the children cannot speak too highly of the special schools, but on the whole I think the expense is far more than the benefit. That is my own feeling. I am not speaking on behalf of the County Council—that is my own personal opinion.

7994. As Dr. Kerr?—Yes.

7995. Your opinion is that the good cases are sent there by mistake—wrong diagnosis at the commencement?—I do not say that entirely—some of them may be.

7996. The best are?—I think if we had a very much better examination and selection that we could treat these cases more efficaciously. The cases which are worth treating we could treat perhaps at greater cost, and the cases which are not worth educating we could push off into custodial Homes.

7997. But with the greater number that go to the special schools really the education that is given is wasted?—I think for the majority it is wasted.

7998. The education, as far as I could learn yesterday, came up to about the second standard?—Yes; we are slowly modifying the education; the modification may ultimately be profound. We are gradually passing away from the idea that the chief end of educating these children is to obtain certain academic results.

7999. But it is necessary to take that for the purpose of measurement—to get some idea?—Yes.

8000. Do you think it would be better to treat all these children in institutions from the commencement, and classify them there?—It would be exceedingly difficult to get them into institutions until one had compulsory power over them, and it would be a costly thing.

8001. Nobody would want to move them there if they had a good home?—Then you must have day schools for them.

8002. For those with good homes?—Yes.

8003. And those with faulty homes, faulty for any reason whatever, would be better in institutions?—Yes.

8004. And for the faulty ones, the special day schools are no use whatever?—I would not go so far as that.

8005. Comparatively useless?—Comparatively useless.

8006. You give some very instructive cases; are they from your own personal knowledge?—Either from my own personal knowledge or that of my assistants. I have two or three assistants who have had considerable experience.

Questions 8007 to 8015.

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8007. Some of them are very instructive. I would like to ask you about one particularly, No. 26; "A. Y. 9, girl, excluded two years from special school. Parents went before guardians in the hope that the child would be sent to an asylum, but as the cost for maintenance would have been 4s. or 5s per week, which the parents would have been quite unable to pay, the child is still at home?" The parents are presumably paupers. They would have become paupers even though they paid the 5s.

8008. And the guardians refused admission to an asylum because the parents could not pay 5s. a week?—Apparently the guardians had said they would take the child in if this were paid.

8009. The guardians were bargaining for a pauper patient to pay 4s. or 5s. a week?—They all do that. That is done regularly. The children who go to Darenth pay. If the guardians think they can pay they have to pay or they will not take the child in.

8010. Have the parents no appeal against such a state of affairs as that?—No, not so far as I know.

8011. It is permissive whether they look after the lunatics or not?—Whether they pay or not they will be paupers.

8012. Is it permissive on the guardians whether they look after a lunatic or not?—This is not a lunatic.

8013. A Darenth case is a lunatic under the Lunacy Laws?—This is not at Darenth. In this case the guardians evidently said: "We will take your child if you will pay so much a week; we consider you can pay that. If you do not we will not take it."

8014. The guardians are not bound to take imbeciles? They are not bound to take them.

TWENTY-SECOND DAY

Friday, 30th June. 1905.

PRESENT.

The Right Hon. The EARL of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
F. NEEDHAM, Esq., M.D.
W. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C., C.B.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*)
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

FREDERICK W. MOTT, Esq., M.D., F.R.C.P., F.R.S., called; and Examined.

Frederick W. Mott, Esq., M.D., F.R.C.P., F.R.S.

30 June 1905.

8015. (*Chairman.*) You have been so good as to give us a full statement of your evidence, would you be willing that we should put that on our notes?—If you please. There are one or two points I would like to correct, but they are not of very great importance. There is one with regard to heredity page 454. It might be thought that I referred to 31·5 per cent. of the population of asylums. Of course I referred to 31·5 per cent. of people suffering from imbecility or congenital affections, in the asylums. I refer to the imbeciles and congenital defectives that are in the asylums. Then with regard to the statement with reference to epileptics that they all suffer from mental degradation eventually, I do not mean to say by that that all epileptics are insane, but there must be, in the course of time, mental degradation which may lead to complete irresponsibility, permanent irresponsibility, idiocy, imbecility or insanity, but I do not wish to infer therefore that there are not a number of sane epileptics.

STATEMENT OF EVIDENCE BY FREDERICK W. MOTT, ESQ., M.D., F.R.C.P., F.R.S., ON BEHALF OF THE LONDON COUNTY COUNCIL.

Frederick Walter Mott will state that:—

He is a Doctor of Medicine and Bachelor of Surgery of the University of London. Fellow of the Royal Society and Fellow of the Royal College of Physicians. He is Pathologist and Director of the Pathological Laboratory of the London County Council Asylums and Physician to Charing Cross Hospital.

He has had a large experience in the investigation of the causes of insanity, imbecility and epilepsy, especially in relation to the effects of syphilis upon which he gave evidence before the Inter-Departmental Committee on Physical Deterioration.

He would deal first with the causes of epilepsy and feeble-mindedness.

As the witness for many years past has been studying the effects of syphilis, acquired and congenital, on the nervous system, he submits facts of this disease as one of the causes of epilepsy or feeble-mindedness. His observations are based upon:—

(1). The study of several hundred adult cases of acquired syphilis which developed serious brain disease, followed by all forms of paralysis, mental disease, locomotor ataxy, blindness, and lastly and most numerous, by general paralysis of the insane.

(2.) The careful study of forty cases of the juvenile form of general paralysis revealed signs or a history of hereditary syphilitic taint in eighty per cent.; in fifty per cent. of these there were obvious physical signs of congenital syphilis; in thirty per cent. although there were no external signs, the family history showed congenital syphilis, and in twenty per cent., no reliable history was obtainable. About 2·3 per cent. of the cases of general paralysis met with in the London County Asylums occur in young people; the sexes being about equally affected, whereas in the adult form about four males to one female are affected. A striking indirect proof of syphilis being the cause of this disease.

(3.) The study of a number of cases in children, of defective sight from keratitis, choroido-retinitis, and blindness from optic atrophy, paralysis, deafness, epilepsy, imbecility, feeble-mindedness and locomotor ataxy.

Some striking examples of each of these conditions can be cited, and are given in Appendix "A," but it is not claimed that these are common conditions; for the witness has had exceptional opportunties. The witness does not consider syphilis to be the most important factor in the production of all the above conditions, but it is so in such cases as juvenile general paralysis and optic atrophy with blindness; for the tendency is for syphilis to produce sterility, miscarriages and abortions. Living children which follow on miscarriages or abortions from this cause are frequently feeble and possessed of little vitality, dying after a few weeks or months of marasmus. He has seen cases of syphilis of both parents, in which

the above order of things occurred; children born later lived, but (affected by congenital syphilis) they exhibited severally some one or another of the affections of the nervous system above mentioned. In the same family one child would die from an organic disease of the nervous system, while another would suffer with some functional disorder.

In some cases the blindness, deafness, or mental deficiency or disease did not manifest itself till between eight years and puberty. The family history showed that all these morbid conditions were more liable to occur if the parents were intemperate, but this was not necessarily the case In some instances the mother was unaware of having suffered with the disease, yet all the children were affected in one way or another, and one example of such occurred in which signs appeared in the third generation. In connection with this it may be mentioned that Professor Cunningham (in his evidence on Physical Deterioration), while denying the influence of heredity in most cases, expressed the firm belief that diseases such as syphilis and alcoholism transmit their effects to the third and fourth generation; and in this opinion the Committee on Physical Deterioration concurred.

The general effect of the evidence was to show that syphilis is an active agent in the production of congenital weakness, and the degeneracy that accompanies it.

The investigations of the witness certainly seem to support this opinion.

Moreover, he is of opinion that the measure of the effects of syphilis in the production of feeble-mindedness and epilepsy should not be estimated only by those cases in which there are visible and characteristic signs of syphilis on the body, for he has observed one member of a family with syphilitic notched teeth, another without any external sign, but with severe visceral and brain disease; while a third was an imbecile. He has also seen many other examples pointing to the same conclusion.

Again, it may be thought that because syphilis of the parents produces sterility, miscarriages and abortions, its dangers are greatly minimised; but it cannot be doubted that if the poison is sufficiently powerful to kill the embryo either before, or shortly after birth, it must have a devitalising effect on the offspring that survives. Moreover, although hereditary neurosis or psychosis undoubtedly greatly increases the liability of the syphilitic poison to affect the nervous system, yet in numbers of the cases alluded to, as seen by the witness, there was no pre-existing neuropathic family history. In fact, in some instances the syphilitic poison affecting the parents appeared to induce a neuropathic condition in their offspring. The witness does not assert that perfectly healthy children may not be born to parents who have suffered with syphilis, but when the husband infects the wife, transmission of the disease or the effects of the disease to the offspring is very frequent. By effects of the disease, the witness especially refers to those conditions Fournier terms parasyphilitic. the manifestations of which are a defect in the vital energy of the tissues, especially of the nervous system, leading to mental deficiency, or premature decay. Some of the cases studied by the witness showed that the poison arrested the development of the reproductive organs. Full details of most of the evidence upon which the witness bases his conclusions have been published in the Archives of Neurology, vols. I and II., of the Claybury Pathological Laboratory of the London County Asylums.

The witness concludes that there is abundant evidence to show that syphilis is a most prevalent, persistent and potent agent in the production of racial degeneration and decay, and he strongly advocates Recommendation No. 50 of the Report, and Recommendations of the Inter-Departmental Committee on Physical Deterioration viz., the appointment of a Committee of Inquiry into the prevalence and effects of syphilis, having regard to the possibility of making the disease notifiable, and to the adequacy of hospital accommodation for its treatment.

Alcoholism.

Alcoholism in one or both parents is so often found in the family history of imbeciles, idiots, feeble-minded and epileptics, that there can be no possible doubt but that it plays a very important part in the production of mentally unsound offspring. The witness has met with instances where apparently there was no hereditary neuropathic or psychopathic taint, but in which the parents were drunken and dissolute, and some of the offspring were feeble-minded or epileptic. Still, the very fact that the parents gave way to intemperance is an index of weak moral control or neuropathic temperament. Again, because a family history of hereditary taint cannot be obtained, it does not prove its non-existence.

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Alcohol is a poison to the epileptic, feeble-minded and potentially insane (persons in whom there is but a narrow physiological margin between sanity and insanity) of all classes; a quantity of alcohol which would produce little or no deleterious effect on the normal individual serves as an exciting anti-social factor, causing the epileptic to have mental or motor fits, the feeble-minded to lose what little intelligence or moral control he or she possesses, and the unstable to become actively insane.

In support of this statement the witness adduces the following facts:—Quite 20 per cent. of the admissions to the London County Lunatic Asylums have a history of drink, yet in a very large experience of asylum post-mortem examinations he has only seen one case of hob-nailed liver with dropsy—an indication of long continuous intemperance—this was in a notorious police-court character, who was convicted nearly 400 times for drunkenness before she was found incapable of taking care of herself. Witness has, on the other hand, in a much less extensive hospital experience met with many cases of hob-nailed liver with dropsy, in persons who have shown no other mental symptoms than the loss of moral control incidental to long continued intemperance. The inference is that persons suffering with mental deficiency or mental instability are never able to drink long enough (without their nervous system breaking down) to arrive at a condition of advanced hob-nailed liver. These facts coincide with the fact that drunken parents who are free from a neuropathic or psychopathic taint, will possibly have healthy children who are often spoiled and rendered morally defective by the evil surroundings of the home life, with its necessarily insufficient nurture from inadequate food, clothing, and ventilation. They would in all probability belong to the *improvable* class of defectives if they were early removed to suitable homes. Whereas the experience of the witness shows that, where there is at the same time as intemperance of the parents a family history direct or collateral of epilepsy, feeble-mindedness or insanity, the offspring, if defective, will belong to the *unimprovable* class.

Hereditary Influence.

Hereditary intelligence does not belong to a class but to a stock; the same applies to mental deficiency or instability.

According to the experience of witness, heredity is the most important factor in the production of epilepsy and all forms of weak-mindedness. Even in cases of epilepsy arising from organic brain disease, tumour, or injury, there is frequently a neuropathic or psychopathic history in the family, the local brain affection serving as the exciting cause. This however is by no means always the case, for the experience of witness affords confirmation of the fact that brain syphilis can cause a type of convulsions which may become indistinguishable from general epilepsy. The importance of heredity is supported by statistics; but witness from extensive personal observations of the insane, and investigations through their friends who visit them, has been struck by the frequency with which the latter exhibit signs of mental deficiency and instability. In fact the significance of hereditary taint in epilepsy, imbecility, insanity and criminality at the present day is hardly needed to be proved by statistics and special instances; it is a fact noticed and conceded by most observers.

Hereditary taint, direct or collateral, can be traced in one-third to one-half of the cases of epilepsy and feeble-mindedness, and probably this does not by any means represent the full extent to which these morbid conditions result from heritage. Dr. Tredgold, late Technical Scholar of the L.C.C., at the suggestion of witness, worked for two years on the subject of amentia. His careful researches upon 150 cases show that in 64·5 per cent. there was a family history of insanity or epilepsy.

A large proportion of the feeble-minded are epileptics, and it is a fact that children who suffer with epileptic fits tend sooner or later to become feeble-minded. Both conditions are manifestations of a failure of the highest controlling functions of the brain. Probably in nearly

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every case of epilepsy commencing in early life and continuing, there is mental degradation leading to permanent irresponsibility (with only perhaps occasional rational intervals), imbecility, idiocy or insanity. The close association of epilepsy with congenital or infantile mental deficiency is shown by the fact that in the London County Asylums, December 31st, 1903, as many as 31·5 per cent. were recorded as suffering from epilepsy. Epileptics very frequently transmit the defect to their offspring, but the taint may manifest itself in some other form than epilepsy—such as potential insanity, insanity, congenital mental deficiency, or some neuropathic tendency, *e.g.*, hysteria.

The inherited taint frequently skips a generation; thus the father and mother may be free from a neurosis or a psychosis and their children be affected. A striking example of this has come under the notice of witness. A young man admitted to Hanwell Asylum suffering with epilepsy and choreiform spasm, and who attempted suicide, had a brother and two sisters who suffered with epilepsy and chronic choreiform spasm of the muscles, the disease commencing in each case at puberty. Neither the father nor the mother suffered with nervous or mental disease, but an uncle suffered with epilepsy; and there was a history of scarlet fever occurring in the family when the children were young which may have served as the exciting cause.

The Witness is of opinion from his observations that a larger proportion of lunatics admitted into the London County Asylums are congenitally defective than the statistics—viz., 3·6 per cent. of the total admissions—show. In fact 4·7 per cent. of all the admissions into Bexley Asylum are diagnosed as imbeciles. Consequently about 4 per cent. probably represents the number of cases with recognisable signs of congenital defects admitted into these asylums which are only intended for lunatics. Imbeciles and idiots are under the care of the Metropolitan Asylums Board.

Observations on the brains of a large number of persons dying in the London County Asylums have taught witness that a considerable proportion (especially of females) dying in these asylums have inherent brain deficiency as regards weight and convolutional pattern as compared with the normal. Witness could give further statistics if required. This may in some instances explain why certain apparently normal individuals, at the critical periods of life, under the stress of physiological conditions, such as adolescence, child-bearing, and the climacteric period, break down from no other apparent exciting cause. In a considerable number of these cases there is epilepsy or insanity in the family.

The Superintendent of the Hereford County and City Asylum draws attention to the increase of mental degeneracy of a congenital character in the county. The number of congenitally unsound mind resident in the asylum rises from 90 (77 per 100,000 population) in 1891 to 139 (121 per 100,000) in 1902; and the proportion of imbeciles to lunatics has risen in the same period from 24 to 28 per cent., showing a decrease in the numbers of the population whose mental unsoundness was of an acquired character and an increase in those congenitally deficient. This increase has its largest location in the rural districts. Dr. Morrison also informs me that there are several parishes in outlying districts of the county where in the course of a generation there is hardly any addition of new names in the marriage register. They are all common to the parish or adjacent parishes.

Tuberculosis.

A family history of tuberculosis is very frequently met with in the feeble-minded (according to Dr. Tredgold, 34 per cent.), and this fact, coupled with the very high mortality of the feeble-minded from tuberculosis, strongly suggests a causal connection. Both conditions probably point to a degeneration of the stock, and a defect in the specific vital energy, whereby nutritional equilibrium is with difficulty maintained; one result being that the latest acquired and most complex functions of the brain are imperfectly developed. Feeble-mindedness, imbecility, and idiocy appear to be more prevalent in purely rural than urban populations.

Tuberculosis is relatively not common in general paralysis, although it is a very common cause of death in idiots and imbeciles, but the general paralytic is usually mentally and physically capable before the onset of this disease. General paralysis is seldom met with in a purely agricultural population, whereas it is common in city and borough asylums. Heredity plays a less prominent part in this mental disease than any other, and Witness considers syphilis and stress are the essential factors. The migration of the mentally and physically capable young men and women to industrial centres on account of higher wages must tend to produce a degeneration of the stock forming the rural population of this country, as the less mentally capable and feeble-minded will be left behind to reproduce their species. The refreshing influence brought about in the past by the migration of the country population to the large cities and towns will tend to be extinguished.

If tuberculosis cannot be proved to be a cause of feeble-mindedness, there is certainly a close causal connection; therefore a liability of the feeble-minded to develop and spread the most fatal of all diseases makes it still more imperative for the State to limit as far as possible their procreation.

Congenital Defects of the Brain.
(Not Due to Arrested Development.)

Probably about 10 to 15 per cent. of imbecility and epilepsy in children arise as the result of injury at birth, injury during infancy, coarse brain lesions, and tumours. They come under the class of defectives; but obviously they are of much less importance, as there is no evidence to show that such defects are capable of being transmitted. These cases of congenital imbecility are not uncommon in asylums and may be associated with paralysis and speech defects as well as epilepsy.

Malnutrition and Environment.

Malnutrition from deficient and imperfect food, unhealthy criminal and vicious surroundings, the crowding of whole families into one-roomed tenements with no separation of the sexes, or children from adults necessarily lead to physical, mental and moral degradation and to the spread of alcoholism, syphilis, gonorrhœa, tuberculosis and infective diseases. The social environment of the slum population of large cities must of necessity therefore engender defectives, especially as it is largely composed of the mentally and physically unfit. Moreover, the feeble-minded individual of a low grade of intelligence, with little initiation and low moral sense, naturally tend to gravitate into this social environment and being unable to obtain or maintain continuous employment, will most likely by example or necessity become a thief or prostitute, if not a criminal or lunatic, then a pauper; or, as Witness has observed (*vide* cases), they may assume various roles which will take them at one time to the gaol, at another to the workhouse, and perhaps their career in society may terminate by a permanent residence in the madhouse. Dr. Seward informs Witness that in a large proportion of the cases of young single women of feeble mental type admitted to Colney Hatch Asylum, it is found that they are pregnant or have had one or more illegitimate children. Enquiry at the Paddington and Marylebone Refuge for young women, elicited the information that about one-sixth of those admitted were feeble-minded.

Unfortunately, as Witness has observed, this class of defective is not always retained and kept under supervision. But it is probable that the defective is a greater burden to the State when outside than in the gaol, lunatic asylum or workhouse; for apart from the probability of later reproducing the species, such an individual will tend to spread disease and vicious tendencies; moreover the feeble-minded, epileptic, or imbecile child may be dangerous to himself and others. Not only is he liable to practise bad habits, but to pollute other children in his home or surroundings (*vide* case 14,037).

Epileptic Imbecile Boys Under Certificate.

During the last ten years, for the convenience of administration, all boys certified as insane and coming under the jurisdiction of the London County Council have been sent to Colney Hatch Asylum. By the kind assistance of Dr. Seward, the Superintendent, the Witness is enabled to submit the following record made from the Case Books. The record deals with 208 cases admitted during this period. Of these 82—nearly 40 per cent.—are recorded as having suffered with fits, the great majority of which were epileptic fits. An hereditary taint of insanity or epilepsy, direct or collateral, was discovered in 34 per cent. Most of the cases on admission were

from fourteen to sixteen years of age, but there were twenty aged thirteen, of which four still remain in the asylum, ten were aged twelve, eight aged eleven, one aged ten, six aged nine, one aged eight, and an idiot aged four. Thirty-four have died and fifty-three still remain in the asylum. The remainder (121) have been discharged.

Discharged Recovered.

Mania	22
Mania with Epilepsy	3
Recurrent Mania	1
Melancholia	27
Melancholia with Epilepsy	1
General Paralysis(?)	1
Primary Dementia	7
	62

Discharged not Recovered.

Imbecility with Epilepsy	16
Imbecility	13
Idiocy	7
Idiocy with Epilepsy	4
Mania	5
Mania with epilepsy	7
Melancholia	7
	59

The fifty-three cases still in the asylum witness has recently seen, and would divide them into the following groups:—

(1) Imbeciles or imbecile epileptics who have attained manhood in the asylum; physically most of them are strong and able to do simple manual labour on the farm, in the bakehouse, kitchen, or to pick the hair of mattresses in the upholsterer's shop.

(2) Imbeciles, imbecile epileptics, or gross idiots and the primary dement of adolescence, who are mentally and often physically incapable of any employment.

A large portion of groups (1) and (2) exhibited physical stigmata of degeneracy in the physiognomy.‡ the cranium, the palate, the teeth, and the ears.

(3) Examples of a higher grade of feeble-mindedness, boys of low intelligence, but of still lower moral sense, some of whom had been in defective schools, others had reached only a low standard in the Board Schools. Their history frequently showed that the lapse of school discipline and the inability to keep or maintain honest employment had led to stealing, to attempted suicide, unnatural crime, incendiarism and violence with assault. In an asylum some of these might be considered as suffering from moral insanity; in society they would be classed as criminals.

(4) Young boys, recent admissions to the asylum who were certified as suffering from melancholia or mania, and who would probably recover in a short time after admission, as a rule showing no physical stigmata or signs of feeble-mindedness. They are under present arrangements unavoidably mixed with most degraded specimens of humanity in the wards of a chronic lunatic asylum which appeared to witness a very undesirable mode of treatment for such, and a strong argument in favour of a mental hospital or receiving house for the reception of such recoverable and curable cases. All of these boys belonging to groups (1, 2, 3 and 4) were located in one large ward with some chronic lunatics; but plans are being prepared for a detached villa, where the young male patients will be kept quite apart from the adults, and some classification will be possible.

The objects of State interference in the opinion of witness should be:—

(1) To improve the welfare of the defective classes by continuing their social education after leaving school.

(2) To check the increase of the defective classes.

(3) To prevent their injurious reaction on society.

The witness considers that only a fraction of the defective classes is under proper control, and he would advocate the desirability of medical inspection of all children who are required to attend the elementary schools. This inspection could be combined with an anthropometric survey on the lines laid down by Professor Cunningham. Witness considers that properly trained experts would detect a larger number than have in the past been detected as suitable for defective schools. Moreover, other advantages would accrue in the direction of remedial diseases, which a teacher might easily overlook.

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The London County Council as Educational and Lunacy Authority could establish a uniform continuity of policy by the establishment of a register of all defectives, which would be of the greatest value if co-related with the proposed scheme of Receiving Houses (now before Parliament).

The Colney Hatch statistics show that congenital defectives who are now sent to asylums are frequently discharged as soon as the acute symptoms have disappeared, whereas they should be kept under supervision and control, if not in asylums, in industrial colonies.

The witness is of opinion that there is an inadequate and unsatisfactory provision for feeble-minded and epileptic children who are certified as insane.

There is no provision for children under five, as the recent case of poisoning of a feeble-minded child, in St. Pancras, shows.* The Metropolitan Asylums Board has refused to admit a child to Darenth because it is too young, the guardians say that it is not a suitable case for the mental wards of an infirmary; it may occasionally, therefore, be certified and sent to the wards of a chronic lunatic asylum. Dr. Seward informed witness that this actually occurred not so long ago. Surely if a child is too young for a special asylum for defective children, it is too young for a chronic lunatic asylum.

The witness, furthermore, is of opinion that the general wards of county asylums are unsuitable for defective, epileptic, or insane children, and separate villas should be constructed for their reception, or separate institutions, in which, if necessary, several counties could combine.

Recently, since the increase of accommodation in the Metropolitan Asylums Board asylums, owing to the opening of Tooting Bec, several cases which were sent to Colney Hatch Asylum have been discharged to Darenth, which was the institution to which they should originally have been sent from the workhouse.

Owing to the pressure of accommodation and legal difficulties of retention, a considerable number of patients have to be discharged annually who would be better retained in asylums. It is a fact that over 12 per cent. of the discharges from the London County Asylums relapse and are readmitted within twelve months, and over 25 per cent. within eight years.† Witness knows of one patient, a woman, who was admitted thirteen times, and during intervals she had a family. The pressure for accommodation is partly due to the admission of aged patients, suffering with mild senile dementia, softening of the brain, etc., who have loss of memory, and are sometimes noisy and troublesome, and unable to take care of themselves.* If it should be the first attack of insanity occurring in an old person, an unfair stigma of hereditary taint might be cast upon the family by such a patient being sent to the asylum. They might be looked after in the workhouse infirmary if there were a larger and more efficient staff of attendants and possibly a special ward. This difficulty is not peculiar to the London County Asylums; Dr. Wiglesworth, of Rainhill, gave similar evidence before the Physical Deterioration Committee.

The witness is convinced that a more efficient and eventually more economical method of dealing with insanity in the County of London would be by the establishment of receiving Houses, which could be brought into close co-relation, by means of a register, with one of the important sources of insanity, viz., mentally defective children. There is a want of uniformity and continuity of policy by the present division of responsibility between the various Boards of Guardians, the Metropolitan Asylums Board, and the London County Council.

Witness is of opinion that a medical expert trained in

‡Photographs of patients belonging to these several groups are submitted for inspection.

* A copy of the newspaper report of this case is appended. (*Vide* p. 459, *post.*)

† *Vide* Table V., Report of the Asylums Committee of the London Council, 1903, p. 21. (*Vide* p. 457, *post.*)

* *Vide* Tables as to aged patients, *i.e.*, over seventy years of age, admitted to the London County Asylums during the four years, 1899-1902, p. 22, *ibid* (*Vide* p. 457, *post.*)

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psychology or assisted by a psychologist should be appointed by the London County Council to examine and inquire into the family history and report upon all children who are admitted to defective schools.

An experimental psychologist could do very much to advance the knowledge of educational methods, for there is a large group of practical questions, such as the proper length of school lessons at different ages; the proper relations of periods of work and rest; work and physical condition, growth and nutrition; the means of estimating individual capacity of both normal and defective children with a view of developing latent faculties which ordinary methods fail to "draw out."

Again, a series of psychological tests dealing with the capacity of concentration of attention, the power of apprehension, the nature of association, different kinds of memory (visual, auditory and motor), the nature of imagery, the capacity of improvement by practice, and the rapidity in which fatigue arises.

Certain work has already been done in devising simple and practical tests of some of the above, but much remains yet to be done in comparing different tests, so as to arrive at a system of estimating mental capacity in children.

A series of simple tests would have to be practised on normal children before applying them to the diagnosis of different kinds of mental defects in defective children. The more strictly psychological tests could be combined with the psychical and physiological observations of measurements, etc., which are now applied by the medical officer.

At Chicago there has been since 1899 a department of child-study in connection with the board of education, under the direction of Mr. Smedley, who had been actively engaged in the University of Chicago several years in laboratory work in physiological psychology.

Two objects would be gained thereby:—

1.) Addition to knowledge—medical, pedagogical, psychological and sociological.

2). Ascertainment of the best methods of dealing with children sent to defective schools under the Elementary Education (Defe tive and Epileptic Children) Act, 1899.

The following points could be decided by such an expert (who should receive a fixed salary, and not paid by the number of certificates and reports made):—

(*a.*) Whether the individual is fit for social privileges.

(*b.*) Whether the individual is fit for transference to some other institution in which social privileges would not be denied, but where there would be control, *e.g.*, training ships for boys, domestic service in municipal institutions for girls.

(*c.*) Whether the individual either at (the earliest age) four or five, should be certified as unimprovable, and sent at once to some suitable institution; or, if found unimprovable, after residence or attendance at a defective school, should be certified and transferred to an asylum or colony.

(*d.*) Whether the individual at some later period, puberty or adolescence, should be deemed unimprovable and unfit for social privileges and therefore segregated in an industrial colony, or sent to an asylum.

Group (*a*). For the individual who is deemed fit for social privileges and possessed of sufficient intelligence, moral control, and physical powers to gain his or her livelihood in some occupation requiring limited mental capacity, some continuance of moral supervision is required. Mr. Loch's suggestion of a continuation of disciplinary control by social education might be adopted. The youths could be required to attend gymnasium, drilling, and swimming classes, the girls' domestic classes.

A register with photographs, anthropometric characteristics and thumb marks could be kept of all these defectives in the different groups, so that when those who were not under complete control turned up in the police courts, maternity wards, or lunatic asylums, they could be identified at the central bureau, and, if need be, sent to an industrial colony under Group (*d*).

Too great results must not be expected from State interference in the manner indicated, for the fact remains that the normal and defective sections of the community merge into one another without dividing lines. Still these measures would have a decided influence in preventing the increase of the defective classes, and certainly a very good effect in preventing their injurious reaction on society. For this reason alone it seems to witness that this method of dealing with the feeble-minded and epileptic class is better than the proposed sterilisation to avoid the cost to the State of keeping them. For supposing that defective children were sterilised and allowed to go to their homes, or to take care of themselves in the best way they were able, thus avoiding the expense to the State of their maintenance, there would still be many objections to that course; for setting aside sentimental reasons, and the objection of passing one law for the rich and another for the poor, the following could also legitimately be raised:—The males would be social outcasts, objects of pity and scorn; they would be driven to crimes of all kinds, and a good proportion (instead of being in industrial colonies) would be a burden to the State in workhouses, prisons and asylums. The females certainly would not reproduce their species, but this fact would be known and would lead directly to immorality and the spread of venereal diseases. The argument that sterilisation of normal children in the middle ages produced no harmful effects is not applicable, for boys so dealt with for special purposes, when they grew up, were able to hold a good position in society.

Witness is of opinion that the authorities should also institute industrial farms or colonies for the feeble-minded and epileptics, certifiable or non-certifiable, of the classes better than pauper. He has met with many cases, where on account of fits, young people able and willing to work have been unable to obtain or maintain employment, and neither they nor their friends have been able to pay a sufficiency for a private individual to board and keep them. The few colonies that already exist are inadequate for the need.

Letter of application from the father of such an individual to the London County Council is appended. (Appendix E.)

Remarks Upon the Colony System.

From an extensive experience and study of the recovery rate of the insane, and the incidence of infective diseases, *e.g.*, dysentery, tuberculosis, pneumonia and enteric fever, witness has formed the following conclusions:—

(1.) The welfare of the feeble-minded and epileptics would not be enhanced by lavish expenditure on costly buildings, especially of the institutional kind where large numbers are collected under one roof, for he has noticed that in the recovery rate and incidence of diseases, some modern and even palatial asylums offer no better results than the older institutions containing the same class of patients.

(2.) If a colony is founded it should be on the detached-villa system.

(3.) No site is economical, at whatever price obtained, that is low-lying and of heavy clay soil, for epileptics are feeble in will-power and emotional, and would lose heart in agricultural work if they saw but little fruits of their labour.

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Appendix A.

Tables as to Aged Patients (i.e., over Seventy Years of Age) Admitted to the London County Asylums during the Four Years 1899-1902.

A—Showing admissions, deaths, discharges and number remaining 31st December, 1902

Asylum.	Number admitted during 4 years.			Number of Deaths.			Number discharged Recovered.			Number discharged, relieved or removed.			Number remaining in Asylum, Dec. 31, 1902.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.	M.	F.	T.
Banstead	34	36	70	15	14	29	4	2	6	2	2	4	13	18	31
Cane Hill	25	23	48	17	8	25	—	—	—	4	3	7	4	12	16
Claybury	43	71	114	22	31	53	7	2	9	4	5	9	10	33	43
Colney Hatch	29	78	107	15	36	51	3	5	8	—	4	4	11	33	44
Hanwell	55	65	120	21	24	45	11	5	16	—	4	4	23	32	55
Heath	40	47	87	18	20	38	1	—	1	1	4	5	20	23	43
Horton	18	8	26	2	3	5	—	—	—	1	—	1	15	5	20
Manor	—	18	18	—	8	8	—	1	1	—	1	1	—	8	8
Total	244	346	590	110	144	254	26	15	41	12	23	35	96	164	260

Appendix B.

Patients Re-admitted.

Table V.

(A) A return of the number of patients discharged "recovered" from each of the London Asylums during the eight years ended 31st December, 1902, and of the number of such patients who have been re-admitted thereto at any time (up to 31st March, 1903), as shown by the record of re-admission, kept at the central office; and showing the percentage of such re-admission, to such discharges.

Asylum.	Number of Patients discharged "Recovered" between 1st January, 1895, and 31st December, 1902.	Number of such Patients re-admitted to any London Asylum up to 31st March, 1903.	Percentage of Re-admissions to discharges "Recovered."
Banstead	1,568	436	27·80
Cane Hill	1,286	334	25·97
Claybury	2,012	552	27·43
Colney Hatch	1,644	464	28·22
Hanwell	1,559	405	25·97
Heath (from 19th September, 1898)	652	79	12·11
Horton (from 3rd March, 1902)	88	6	6·81
Manor (from 6th June, 1899)	124	9	7·25
Total	8,933	2,285	25·57

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(B) A return of the number of patients discharged "recovered" from each of the London Asylums during the eight years ended 31st December, 1902, and of the number of such patients who have been re-admitted thereto, *within twelve months of their discharge* (up to 31st March, 1903), as shown by the record of re-admissions kept at the central office; and showing the percentage of such re-admissions to such discharges.

Asylum.	Number of Patients discharged "Recovered" between 1st January, 1895, and 31st December, 1902.	Number of such Patients re-admitted to any London Asylum *within* 12 *months of their discharge* (up to 31st March, 1903).	Percentage of Re-admissions to discharges "Recovered.'
Banstead	1,568	218	13·90
Cane Hill	1,286	152	11·81
Claybury	2,012	245	12·17
Colney Hatch	1,644	227	13·80
Hanwell	1,559	211	13·53
Heath (from 19th September, 1898)	652	54	8·28
Horton (from 3rd March, 1902)	88	6	6·81
Manor (from 6th June, 1899)	124	6	4·83
TOTAL	8,933	1,119	12·52

APPENDIX C.

Some Illustrative Cases seen at Colney Hatch.

(I.) Acute insanities which might have been treated in a mental hospital or receiving house, rather than the wards of a chronic lunatic asylum

Reg. No. 13895. Aged 15. Admitted 7/8/03 Duration of attack, 2 weeks. Found wandering in King's Road, Peckham. Occupation, labourer. Certified as having delusions. On admission he is stated to be suffering with slight melancholia. No evident delusions; conducts himself fairly well; not dangerous. Memory and intelligence slightly impaired. No epilepsy or paralysis Habits cleanly. Previous history (from brother): Has been a fairly bright boy. No serious illness.

14-8-03. Behaves excellently; conversation quite rational; perhaps knowledge a little backward. Good health. Aug. 28th. Left to-day on trial in charge of his brother. Sept. 17th. A letter came from the Lunacy Commissioners to enquire whether the patient is or is not insane, and a proper subject for detention. A reply was sent that he was discharged on trial, and should return to the Asylum to receive his discharge on Sept. 25th, which he did.

Reg. No. 14304. Admitted 5/1/05. Age 13. Symptoms on admission, mania. He is timid and fearful, and seems in dread of some impending evil. He will not speak above a whisper, and seems of limited intelligence. 16-1-05. Has brightened up considerably, and seems cheerful and intelligent. Fair health. Jan. 27-05. Discharged on trial.

Several other similar cases could be cited, but while witness does not question the fact of these patients having been of unsound mind for a short time, he considers that such cases should not be placed under the contaminating influences of the ward of an asylum containing a large number of the most degenerated types of humanity.

(II.) Cases illustrating feeble-mindedness and criminal actions after leaving the discipline of school.

Reg. No. 14037. Age 16. Admitted 11/3/04. Mania.—Moral Insanity. Defective. Criminal type. 3rd Standard Board School, left at 13 Father states he took a shovelful of live coal and asked the baby to pour paraffin on it. He has behaved indecently towards his little sister. Fits from 18 months till 12 years of age, none since. He is one of 14 children; 8 having died of some brain trouble or another; 3 were still-born. No insanity in family. After leaving school he was a van boy, but was unable to keep the job, and, having no character, was prevented from getting another.

Reg. No. 13975. Age 14. Admitted 11/12/03. Congenital imbecile. Sent to asylum because he was dangerous and threatened to kill his little sister.

Reg. No. 14090. Age 15. Admitted 12/5/04. Was in Darenth Schools from February 21/95 to March 3-96. Congenital imbecile, returned home, became uncontrollable—violent and destructive—indecent in his behaviour and uses foul language—tried to stab himself.

Reg. No. 14112. Aged 16. Admitted 13/6/04 Mania. Two paternal great-uncles committed suicide. Threatened to kill, then tried to strangle young brother. Wandered about the streets for weeks together and avoided his home.

Reg. No. 13908. Aged 15. Admitted 8/9/03. Recurrent melancholia. 2nd attack. Discharged recovered June 3/04. Father criminal lunatic, also uncle, both were in an asylum. Brother at present in Claybury Asylum.

Reg. No. 13958. Aged 15. Admitted 25/11/03. Labourer. Destructive—dirty—delusional and bad habits—a dull aimless looking youth. A brother aged 18 has fits. Patient has had fits since an infant. Diagnosis melancholia. Discharged May 6/04. A letter was received from him, very illiterate, but complaining that he was *unable to get work* and that they *knocked him about at home.*

Reg. No. 13975. Aged 14. Admitted 11/12/03. *Imbecile from birth due to injury.* No heredity, no epilepsy, or paresis. Sent to asylum because he was violent and threatened to kill his little sister. Mother, 13 children, all living except one, and all healthy except patient. Discharged to care of his father. 6/5/04.

Reg. No. 14009. Aged 15. Admitted 4/2/04. An epileptic imbecile, sent to asylum because he tried to strangle a baby and burn a child. Very quiet and depressed on admission.

Reg. No. 14144. Aged 13. Admitted 10/8/04. Mother stated patient commenced to have fits in February, previously was bright and intelligent.

No insanity in family. He had threatened to set the house on fire and to stab his mother. Was dangerous to himself and others.

Reg. No. 14202. Aged 15. Admitted 29/9/04 Epilepsy with mania. Mother an epileptic. Fits commenced 5 years ago. Reached 4th Standard at Board School. Dangerous to himself and others, would pick up a knife and threaten.

M. Aged 17. Admitted to Hanwell. Father in Claybury Asylum. Incorrigible as a boy, refused to go to school; sent to a training ship; returned home; took a place, stole £4, then was sent to an asylum. He appeared to witness to be suitable for an industrial colony where he would be made to work.

Brief Notes of Illustrative Cases of Congenital Syphilis.

(1) History from Aunt of a case of Congenital Syphilis. Father contracted syphilis, married, infected wife. Eldest child was able to talk and walk. She was sent to the aunt when 15, but became so much worse, mentally and physically, that she had to be sent away. She was apparently quite healthy until five years old. She then became progressively worse. She is now deaf, dumb, and partially blind; the roof of her mouth has gone and she is quite demented. The father died aged 36, of syphilitic brain disease, and the mother died of brain disease in Prestwich Asylum eighteen months later. A son who was an imbecile is still in an asylum. There are two younger children (women) who are of low type, defective morally and intellectually.

(2) Female, aged 34.—Came to Charing Cross Hospital accompanied by her elder sister. She was hemiplegic from infancy, she is very deaf, especially on the left side, has syphilitic notched teeth. The married sister informed me that their mother had three premature births, then two children born dead, then one child which lived sixteen months. She came next, and the patient was born a year later. The married sister informed me that she had had but one child, which was a delicate infant; *it had snuffles and died at the age of six weeks.* I interviewed the husband, a healthy looking man, and he assured me that he had never had venereal disease. The family history is a specially interesting feature as showing the effect of acquired syphilis upon the offspring, and also the possibility of the transmission to the third generation.

(3) G.R., aged 17, formerly inmate of Darenth Asylum; sent to Colney Hatch as a dangerous epileptic imbecile. He has a low forehead, saddle-shaped nose, syphilitic teeth, stunted growth and very marked linear cicatrices round the mouth.

(4) Case of Juvenile General Paralysis which commenced at the age of eight, the boy dying at the age of 16 in Colney Hatch Asylum. The boy was brought to me at Charing Cross Hospital with a gummatous tumour of the arm. Teeth, nose, and lips all showed characteristic signs of congenital syphilis. Internal squiut of left eye, and pigmentary choroido-retinits, and other signs of congenital syphilis. Mentally deficient and has had several fits. Family History:—The mother states that prior to his birth she had had several miscarriages and two still-born children. She herself has, however, never suffered in any way. The next child to patient was delicate and suffered with chorea.

(5) Three sons.—One with external signs of congenital syphilis but no nervous disease; another with no external signs but marked syphilitic disease of the liver who died at the age of 22 of general paralysis; a third an epileptic imbecile still alive in Caterham Asylum. The father went out of his mind and died of general paralysis in an asylum.

(6) A young woman, with old keratitis and iritis, notched teeth, became deaf at the age of 8, and in two or three years completely lost her hearing. Admitted to asylum as a case of mania, but was discharged recovered.

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(7) Girl, aged 18.—Juvenile general paralysis, with signs of congenital syphilis. History: No insanity direct or collateral. Father died of an accident, aged 46. History from mother:—Mother was married at 20, father at 22. There were 12 children, as follows:—(1) Dead, 5 months fœtus; (2) dead, 5 or 6 months fœtus; (3, dead, 6 or 7 months fœtus; (4) dead, 7 months fœtus; lived 8 hours; (5) born alive, very frail, and delicate, ulcers on legs, inflammation of eyes; (6) patient; (7) girl, living well, age 16; (8) boy, living well, aged 14; (9) boy, living well, aged 12; (10) boy, died of convulsions, aged 11 months; (11) girl, died at 8 months of brain disease and club foot; (12) boy living well. The patient was an intelligent girl and passed the 7th Standard at 12 years old; developed signs of general paralysis at 14 and died 3 years later of this disease.

(8) History of two brothers in Hanwell Asylum.—Father deserted wife, drank heavily, was in Banstead Asylum for some time; a sister also of unstable mind. Mother had five miscarriages, then the two boys who are now both blind. In one—the elder—the blindness was complete at 5, the younger not till 11. Examination of the eyes exhibited syphilitic choroido-retinitis and optic atrophy. Up to the age of 11 they were both bright and intelligent; the elder was a good pianist. They now suffer with epileptic fits and are demented.

(9) F.O, aged 11.—Suffering with blindness since he was seven years old; snuffles at birth. The doctor, after marriage, treated the mother for acquired syphilis. No family history of nervous disorder or insanity. Three years elapsed before 7 months still birth occurred, then (1) a girl was born that died with fits at 1 year 9 months; (2) a girl, quite healthy, living; (3) a girl, quite healthy, living; (4) the patient; (5) boy, with paralysis, aged 9; (6) boy who suffers with fits.

(10) Female.—Juvenile general paralysis at 12, died at 16 Family history:—Parents married at 20 years of age. Father died of phthisis. Mother had definite signs of syphilis. There were 7 pregnancies, two of which resulted in miscarriages, Three children died young of meningitis. The only surviving child has typical signs of congenital syphilis.

APPENDIX D.

Extract from *St. Pancras Guardian*, of 20th January, 1905.

"*Camden Town Tragedy.*

"An enquiry was held into the death of Lawrence Frederick Parker, five years and 11 months, who lived at 57, Bayham Street, Camden Town, and which took place on Friday last. The father, a printer, said the child was an imbecile. He could not walk, but got about on his hands and knees very quickly. The child had an enormous appetite, and would swallow anything it could get into its mouth. About three o'clock last Friday deceased was left in the front room tied by a rope round its waist to its cot. This was to prevent it from getting to the fire. Soon after witness had left the deceased he heard a scream, and on returning he found him on his back, his face very red and twitching. Witness saw also a drawer, which had contained his photographic chemicals, upset on the floor. He saw, too, that a tin which had contained cyanide of potassium had been upset, and there were evidences of that poison in deceased's mouth and on the lips. There were about two ounces on the floor. Witness called his wife, and the child was taken with all despatch to the North-West London Hospital. Witness had had poison in the house for about ten years. He did not think the child could have reached the drawer. Up to the day of this accident witness had kept the chemicals in another room, and as he was giving the room up the cyanide was placed in this drawer. In reply to the Coroner, the father said a few days previously he discovered deceased eating cinders, and when he emptied his mouth he found

Question 8015.

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he had a piece of coal in the windpipe. He would eat paper, and indeed, anything. He had also nearly swallowed a fork.—Dr. J. A. Bell, a resident medical officer at the North-West London Hospital, said the child was dead on its arrival. Examination disclosed nothing unnatural about the brain. The stomach contained some paper, and it had no doubt been eaten the same day, for the print had not been obliterated.—Hodgson Alexander Craig, Superintendent Relieving Officer, having been sent for from the Town Hall, expressed surprise at a statement of the father and mother with respect to the alleged difficulty as to getting the child into an asylum. If application was made to a Relieving Officer under the circumstances related, he would report the matter to the Guardians, and the parents were generally asked to appear before a committee with the child for the case to be investigated. If the case was one calling for attention, the child would be sent to a suitable institution, and generally a nominal sum weekly was paid by the parents. The age had nothing to do with the case. Children were not accepted by the Metropolitan Asylum Board under five years of age, but the Guardians had very often taken charge of such children, and placed them in the mental ward till they reached that age.—The father said he had been advised by one Relieving Officer not to try and have the child 'put away.'—Under all the circumstances and in fairness to the officials mentioned the Deputy Coroner decided to adjourn the case.—At the adjourned inquiry on Wednesday evening, the father at the outset said he wished to make a statement, and Mr. Schroder allowed him to do so. He went on to say that when the child was tied up under ordinary circumstances he would not have reached the drawers, but the day previous to his death, the drawers had been moved. Witness added that he had always previously taken great care to keep the poison out of anyone's reach.—Mr. Schroder informed the jury that the height of the drawer was 35 ins.—Recalled, the father said he bought the poison about three weeks before this occurrence, but had not used any of the two ounces he purchased. It was then wrapped in paper. He bought it in lumps, and had broken it up. Witness did not realise that this was deadly poison. He did not sign the poison book when he bought it of the chemist. They knew him so well. He was served by an assistant.—Mr. Hodgkinson, the chemist, here interposed to inform the coroner of his presence.—Continuing, witness said the child was sent from the Infirmary They did not wish him to come out. Witness paid 1*s* per week whilst it was there. After he received the child home efforts were made to get it away.—Mr. G. A. Hodgkinson, of 9, Chapel Street, Somers Town, said he could not recognise the father. He kept a qualified assistant, who managed his shop. According to the law the cyanide should have been signed for on each occasion, unless sold wholesale. The price charged to Mr. Parker was wholesale, and considering he purchased a quantity of other articles it made it a wholesale transaction. Louisa Isaac, nurse at Highgate Infirmary, remembered having the deceased child under her charge. It was suffering from a skin disease, and was an imbecile. Dr. Chilcot, the Medical Superintendent, recommended the child for Darenth Asylum, but witness understood it was too young to be received. Mr. J. Green, master of the workhouse, said the reason for the child being sent to the workhouse from the infirmary was the convenience of the mother. The child was telephoned for at the request of the mother. Mr. Frank H. Waight, relieving officer for Ward 3, said he remembered the application by the mother for the admission of the child to the workhouse, and it was admitted on February 19th, 1903. He had received no application in respect to the child since that date. He had received no application for the child to be admitted to an asylum in the summer. His deputy, Mr. Wessen, was acting for him during his holiday, but if an application had been made to him there would have been a record of it. He could not say if an application was made, but certainly he had none. The Foreman said he was prepared to prove that the relieving officers did tell parents that children could not be taken care of by the Guardians under the age of seven. Mr. A. Millward, Clerk to the Guardians, intervening, said the child would be admitted under that age if an application was made.—Mr. Waight denied that he had ever told parents that children could not be admitted to an asylum under the age of seven. He presented his books to prove that recently a mentally deficient child, aged six, had been admitted to the workhouse, for removal to an asylum at a later date. Mr. Millward said the only question of the admittance of children referred to the Asylum at Darenth, where the age was fixed, he believed, at seven years. But they were taken care of at the workhouse before that age. In reply to Mr. Millward, the relieving officer said the father appeared before the Relief Committee of the Guardians and said it was not his wish that the child had been sent to the infirmary. Mr. Millward said that as a matter of fact the father only paid for twenty-five weeks instead of forty weeks' maintenance.—Arthur Wm. Lock, General Relieving Officer, said the parents regularly had ticket to visit the child in the infirmary. Though the child was admitted in February, the father failed to pay for the child being in the infirmary till April. No application had been made for the re-admission of the child. A child could be admitted to the mental wards of the workhouse before the age of seven—there were no rules or regulations to the contrary.—The Coroner reminded the jury of the statements of the father and mother as to their futile efforts to obtain the sanction of the guardians to that body taking charge of the child.—The father now distinctly tated that Mr. Lock told him that the child could not be admitted to an asylum under seven years of age.—Mr. Lock said that statement was absolutely false. The father said Mr. Lock told him almost every time he went to him that the child should be taken out of the infirmary.—Mr. Lock indignantly denied that.—The father said he could bring neighbours to prove that Mr. Lock had told him that the child should be taken out of the infirmary.—The coroner said the father and mother seemed to be impressed with something in regard to seven years. The foreman of the jury said the superintendent of relieving officers mentioned seven years in respect to the Metropolitan Asylum Board.—Mr. Craig emphatically denied that he made any such statement. He mentioned five years of age distinctly.—The coroner said he took it as five.—The parents also stated that seven years was mentioned, and said they saw it so stated in the papers.—The mother said the nurse told her when she went to the infirmary that she would have to take the child away.—Nurse Isaacs denied this.—Mr. Millward said this nurse had been in the employ of the guardians twenty-one years, and her word was to be thoroughly depended upon.—In reply to the coroner, Mr. Craig said the lowest cost of the keep of the child in the infirmary would be 8s. 9d. per week, and the parents were charged according to their means.—Fred Wood, the assistant at the chemists, gave evidence corrobarative of Mr. Hodgkinson.—The coroner announced that he had a letter from Dr. Chilcot, in which he stated he had no reason for the discharge of the child. He did not discharge it personally. The coroner then proceeded to sum up, placing the various points in a succinct manner before the jury, and after a ten minutes' retirement, the jury returned a verdict of death by misadventure. They added a rider, with which Mr. Schroder expressed himself in entire agreement, to the effect that they considered there was great carelessness displayed by the parents, and that the sale of the cyanide should be further restricted. They also expressed themselves as not being quite clear upon the point as to why the child left the Highgate Infirmary, for the evidence appeared very contradictory; but they expressed the hope that the Board of Guardians would further inquire into that matter.—The adjourned hearing lasted two hours and forty minutes."

COPY.] APPENDIX E.

London, S.E.,
January 19th, 1905.

G. L. Gomme, Esq.,
London County Council,
Spring Gardens, S.W.

Will you very kindly give me your advice upon the following matter. The fact is, I have a son who, at the age of twelve years, developed epilepsy; he, before this age, never had an attack of any kind. I had medical advice, and was recommended to take him to the hospital in Queen's Square, W.C., which I did. He is now thirteen years, having in the twelve months averaged two seizures in the month.

I am a book-keeper in the City, earning £2 weekly, aged fifty years. My family comprises wife, daughter, and five sons (daughter's age nineteen, eldest of the sons fifteen and a half years), so you will see that I have my

hands quite full to bring them up decently. Now comes the point—what is to be done with this poor lad? He goes to school, although we are afraid, when he goes from home, of his meeting with an accident if an attack comes on. It is a continual worry.

Do you think there would be any chance of getting him into the Council's Home for this disease? We think he would have the proper treatment, which (although tenderly cared for at home) we cannot give, and it seems so useless taking him to the hospital; besides, in the Home they might cure him, being so young. It is the boy's future the wife and I dwell so much on, as we shall not always be here. The wife and I would be so very grateful to you to intercede for us. I have given you an outline of the matter, but it takes up so much of your time to read too much.

May I mention that I am known to ——. He was a Director of a Company I was with for many years in the City, which business was sold.

Regretting troubling you,—I am sir,

Yours obediently,

J. W. E.

COPY.]

21*st January*, 1905.

DEAR SIR,

I have to acknowledge the receipt of your letter of the 8th instant, addressed to the Clerk of the Council. It will enable me to reply thereto if you will state whether your son is of unsound mind.

Yours faithfully,

(Signed) H. F. KEENE,

Mr. J. W. E. *Acting Clerk.*

COPY.]

LONDON, S.E.,

23*rd January*, 1905.

H. F. KEENE, Esq.,

6, Waterloo Place, S.W.

SIR,

In reply to your letter of 21st inst., respecting my letter of 18th, addressed to the Clerk of the Council, kindly allow me to thank you very much for writing. You ask if my son is of unsound mind? No, he appears quite rational, although with this dread complaint coming gradually on, one does not know what turn he may take unless something be done to battle with it, and unfortunately my position at the present time is such that I cannot pay for him to enter a home—they charge so much.

My wife and self would be so very grateful to you, if you could suggest any plan for his cure.

Again thanking you,—I am Sir,

Yours obediently,

(Signed) J. W. E.

COPY.]

ASYLUMS COMMITTEE,

LONDON COUNTY COUNCIL,

24*th January*, 1905.

DEAR SIR,

I am in receipt of your letter of yesterday's date, and have to inform you that only epileptics of unsound mind are admissible to the Committee's Epileptic Colony at Ewell, and I am afraid I cannot suggest any course for you to take. I believe such cases can be treated at the National Hospital for the Paralysed and Epileptic, Queen Square, W.C. There is a colony for epileptics at Chalfont St. Giles, and you would be able to obtain particulars of this by writing to the Secretary (Mr. Penn Gaskell), National Society for the Employment of Epileptics, 12 Buckingham Street, Strand, W.C., but I think it would be necessary for you to make some payment.

Yours faithfully,

(Signed) H. F. KEENE,

E.F.A.

Acting Clerk.

Mr. J. W. E.

8016. (*Dr. Dunlop.*) Referring to that remark you have just made, you say that epileptics degenerate?—Yes.

8017. But some of them do not become insane. You might explain that?—I always regard an epileptic as very impulsive and liable to do anything that is anti-social at any time, but the anti-social question comes in rather as regards the care that he may receive. If he belongs to the pauper classes and his environment is unfavourable, he is much more liable to be anti-social than a person in a better class of life who may be looked after and provided with proper care and treatment.

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8018. In fact your view is simply that the necessity for care is the crucial point?—Yes.

8019. There is no difference between degradation and lunacy?—None whatever; it is only a question of degree.

8020. It is rather a question of home care?—Yes.

8021. You are strongly in favour of labour colonies for defectives?—Yes.

8022. Will you give us some conception of the class of cases which should be admitted to these colonies?—I think the sane epileptics, similar to those I have seen at Chalfont, would be very suitable. I do not think there is sufficient accommodation at present for the epileptic.

8023. Sane epileptics are one class?—Yes.

8024. What about insane epileptics?—There are a certain number of insane epileptics who are quite capable of labour, and good labour; in fact in the asylums the best workers are among the epileptics.

8025. Would you take them away from asylums and put them into labour colonies?—That has been done by the County Council already.

8026. That is the course which you wish to suggest to the Commissioners?—Yes, I think there are a certain number of epileptics who are useful in the asylums. It saves expense by having their labour in asylums.

8027. What about the congenital defects, imbeciles and idiots, would you put them into labour colonies?—A great many of them would be quite unfit for labour colonies, some of them would be more fit for asylums. I have some photographs of patients here who have been a long time in Colney Hatch; I do not think they would be fit for a colony. They would be fit to do work in a bakehouse, kitchen, or in the upholsterer's shop.

8028. The milder cases of congenital defect you would put in, but not extreme cases?—Yes.

8029. What about acquired insanity—secondary dementia?—That would depend a good deal upon the degree of the dementia. There are some dements in whom the dementia is not progressive. They might be suitable. It would require careful selection on the part of the authorities.

8030. You might sum it up by saying that cases of milder insanity should be put into labour colonies rather than asylums?—Yes, some cases.

8031. What authority should these labour colonies be under, in your opinion?—I think myself there should be one authority for the whole of the insane.

8032. They should come under the Lunacy Board?—Yes, I think so.

8033. Would you put any age limit on the admission to such a colony?—I think after sixteen they might be admitted to these labour colonies.

8034. Before sixteen what do you think should be done with the milder imbeciles?—I think there should be separate blocks or separate annexes for boys; separate from the adults.

8035. Do you think children under sixteen should be treated by the same authority as those over sixteen?—Yes.

8036. In your opinion they should all be brought under the Lunacy Commissioners.?—Yes.

8037. In what respects would these colonies differ from asylums. Are you familiar with the inside of asylums?—Yes, I visit all the asylums.

8038. Have you ever been superintendent?—No, as Pathologist my work deals more particularly with the dead.

8039. You have not very much experience of the living in these matters?—No, not much in administration, but in my studies of insanity I have the privilege, and exercise it, of making clinical observations upon the cases during life.

8040. In your statement you, in more than one place, refer to the discharge of unrecovered patients?—Yes, I referred to the discharge of cases of recurrent insanity, also to the discharge of people who have been

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re-admitted, also to these imbeciles and epileptics who were at Colney Hatch.

8041. Have you anything at the back of your statement that you would like to tell us? Do you think the discharges are rather too free?—Yes, I do.

8042. And it is sometimes abused; cases are discharged before they are able to take care of themselves?—I should not like to say that. They are always sent out on a month's trial. Many of them are brought back within the month.

8043. And some are not brought back?—Some are not brought back.

8044. You think there is a considerable amount of untreated lunacy in the country resulting from premature discharge from asylums?—Yes, I do.

8045. I notice that you state that senile dements are quite efficiently treated in the workhouses?—I do not think so. I said they could be, under certain conditions treated efficiently; if they had special attendants and a special ward for them.

8046. In fact make a section of the workhouse into an asylum?—Yes.

8047. That, after all, would be asylum treatment?—Yes.

8048. Is there any advantage in taking them away from other asylums and putting them into workhouses?—I think asylums are crowded with old people, and the cost is greater in asylums than it would be in workhouses.

8049. If they had the same treatment and the same nursing in workhouses would it not cost as much?—The building is not so expensive.

8050. Have you seen dements treated in workhouses?—I have not seen them, personally, but I suppose they must be, because they come from the workhouses. I have no personal experience of the administration of workhouses, though I have visited a great many pauper infirmaries for research purposes, and in speaking of workhouses I refer to the pauper infirmaries or the special infirm wards of the workhouse.

8051. I notice in your statement you are strongly in favour of medical inspection of all children?—Yes.

8052. Would you tell me what practical advantages would accrue from it?—The practical advantages in my opinion would be that a number of cases which might pass the teachers would be recognised by careful medical inspection and a certain number of remediable diseases would be ascertained by the medical officer.

8053. Let us limit ourselves to mental defects?—I think the mental defects would be more likely to be discovered

8054. Is there any advantage in hunting for them?—Yes.

8055. Where does the advantage come in?—You say, "hunting for them." There is a degree of hunting. You may hunt and find where it does not exist. I do not mean that; I mean careful examination of a doubtful case might lead to the discovery.

8056. But with these doubtful cases that are getting on, not very evidently badly, at school, is there any advantage in diagnosing them. I do not say what my personal views are on the matter, I want to know yours?—There are some forms of epilepsy that might not be discovered, for example *le petit mal* cases; they are more dangerous than the other cases, and you might discover epilepsy that was not dangerous.

8057. Is that any advantage to the school authority?—I think so.

8058. What about the parental control of the children by their own medical man, and the whole hospital system of the country—all those difficulties will come in?—There are difficulties.

8059. Do you not think it would give rise to a good deal of complication and interference with private practice?—Yes, it might.

8060. I see you also suggest the creation of a register of mentally defective children?—Yes, I think that would be very useful.

8061. Are you aware of any disadvantages?—I think there are disadvantages, but I think the advantages would out-weigh the disadvantages.

8062. Let me hear what those are first?—One of the advantages is, supposing later on they were brought up for some crime, one would know then the crime might be due to a hereditary defect. Again, if they enter an asylum one would know that there was a defect from birth and the chances of recovery would be much less.

8063. That would probably be known anyhow?—I do not think so. I think there is a great need of that myself.

8064. For the purpose of the defence of a criminal action is one, and for ascertaining previous history in asylum cases; they are two; are there any other?—The advantage would be we should attack the problem from the beginning. I think the problem of insanity begins in the education of the children. That would be the first step towards investigating the problem of insanity.

8065. What are the objections to having a register of defectives. Do you think I may take it as a distinct objection, to brand young children as mental defectives?—Yes, because they might improve afterwards.

8066. Do you not think that one objection is really rather more than all the advantages to be gained from it?—I do not think the register need be published; it could be kept a private register.

8067. I suppose the school authorities would have access to it, the police authorities would have access to it, the parents would know about it, and the neighbours would know about it. Privacy would be very difficult, would it not?—It would.

8068. Do you not think it would be a great pity to brand children, put them under a lunacy register, which is just as bad as a criminal register according to popular ideas?—I think you will see I refer to the fact that great care would have to be taken and an expert would have to be appointed before this register would be carried into effect. I do not think we are in a position at present to do it as a system.

8069. That brings us back to the question, do not you think it would be more practical to deal with the cases that we know about, the more evident cases, and not go and hunt for the minor cases?—I would not think of hunting for the minor cases, that is not my idea at all; but for the obvious cases I think it would be desirable.

8070. The obvious cases you think ought to be registered?—Yes.

8071. And the other part of your evidence is that if they are not getting sufficient care at home they ought to be seized and put under detention in some licensed institution?—Yes, I think I said in my evidence that is really my view, that it should not be until they had really shewn themselves actually incurable that they would be registered or certified as insane or unimprovable.

8072. But by the time that is all known, surely they require institutional treatment?—Yes.

8073. Would you also put the children of well-to-do and rich people on the register. Would you have Harrow and Eton under medical inspection?—No; that is the the great difficulty, but then they do not come upon the rates.

8074. Children under the school board do not come on the rates in the strict sense of the term?—But they do when they get into the asylums—they become a cost to the ratepayers then.

8075. But at the time when they go on the register they are not on the rates?—No, not necessarily.

8076. You give us a newspaper cutting with regard to the Camden Town tragedy?—Yes.

8077. Could you give us the sequel of this story to complete our notes; have you heard the end of it?—No, I have not.

8078. (*Dr. Needham.*) With reference to an answer which you gave Dr. Dunlop with reference to people who are discharged from asylums, have you any reason to suppose that people are improperly discharged from asylums before they are recovered?—No, I did not say that.

8079. What you, I suppose, meant (correct me if I am misinterpreting you) was, that people recovered to such an extent that it is impossible to sign the detention certificate and they escape in that way?—Yes.

8080. They escape in that way rather than from discharge before they are recovered?—Yes.

8081. It would be a serious reflection on the action of medical superintendents of asylums if it were thought they discharged them improperly?—Yes.

8082. Dr. Dunlop would like you to explain how it is that you put in your memorandum "Owing to pressure of accommodation and legal difficulties of retention"—that is what I understand you mean, legal difficulties of retention?—Yes.

8083. "A considerable number of patients have to be discharged annually who would be better retained in asylums." Owing to the pressure of accommodation?—Yes; by that I mean to say I consider that people would be kept in longer if there had not been pressure.

8084. They would not be discharged quite so soon?—If the friends press, and they are desirous that they should be taken out, they are sent out on a month's trial. Take the cases of recurrent insanity. I have been going through some of the cases that have occurred. Some of them were admitted three and four times within a period of perhaps eight or ten years. They were cured at the time, but then they come back again, and especially with young women it is an important matter. I took cases under 30, and found a considerable number.

8085. I suppose it is a matter of open knowledge that people are obliged to be discharged at the earliest possible time, in consequence of the pressure for acute cases?—Yes.

8086. As to the feeble-minded—I do not speak of distinct imbeciles, or distinct lunatics, but of the class of persons who form the principal subject of this inquiry—do you think it is desirable that they should be under any lunacy authority so as to stigmatise them, as it were, with what people are pleased to call the "taint" of lunacy?—No, not the feeble-minded who are not anti-social in their condition.

8087. Would you have a department to control or to inspect?—When I said under control, I meant one control would be better for all classes than a division of control, because there must be border-land cases—one would pass into the other. As I indicate in my evidence, it might be found that a patient had been admitted and improved so much that he would be taken to a colony, or even allowed to go at large.

8088. Do you think it would be better to have two departments, one to control the lunatics, idiots, and imbeciles—the distinctly imbecile and the idiot class—and another department to control the children, or grown-up people at all events, who were children in the school for defective children. Is it desirable to mix them?—No; I do not think it is.

8089. Mixing, not in a public establishment, but mixing them in the public mind, I mean?—No, I think it would be a disadvantage in this way, that the public would be more likely to resent it. I should like to say that I think one control of the whole would be a good thing. It should be under one control, whether you call it the Lunacy Commission or whatever it is; there are no dividing lines between the feeble-minded and the others.

8090. Have you any theory as to the method by which that could be accomplished? If you get a department which has to deal with lunacy, it is perfectly obvious all the people who are referred to that department and who are controlled by it, have a certain taint of lunacy attributed to them?—There is that great disadvantage, I admit.

8091. On the other hand, I suppose you would not think it desirable to hand over the care of lunatics to a department which had no knowledge of lunacy?—It is a difficult matter to draw the line between these feeble-minded; of course epileptics become lunatics and feeble-minded become lunatics.

8092. You have no suggestion to make?—No.

8093. Now as to the size of the colonies. You say in your remarks on the colony system, "The welfare of the feeble-minded and epileptics would not be enhanced by lavish expenditure on costly buildings especially of the institutional kind, where large numbers are collected under one roof," and so on, and that the colony should be on the detached principle. Have you formed any estimate as to what should be the outside number of the people who are to be looked after in these colonies? Do you think it might be an unlimited number, or do you think there might be 2,000 or 3,000?—They have large numbers at Bielefeld and at the Craig colony, but I do not think it is a good plan. I think 200 or 300 is as many as there should be to obtain the best results for the patients.

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8094. You think a limited-sized institution would give the patients a better chance?—Yes.

8095. And the administration would be probably not more expensive?—No, I do not think so.

8096. You are opposed to their being of very large size?—Yes.

8097. (*Mr. Byrne.*) I would like to ask, with reference to the questions you have referred to already, what practical steps you would advise to help the case of persons discharged from asylums to be dealt with, who are still in such an unstable condition that under stress of outside life they become insane again. We have had a good deal of evidence of people who are in and out of prisons and asylums. You have clearly pointed out that under existing circumstances, it is necessary that this should be so. What practical suggestion can you make to us for putting an end to that system?—I think the question of obtaining a better history of the patients as to the cause of their insanity, is one point.

8098. Would that enable the medical superintendent to sign certificates, under the new system, that he could not sign now?—I think if you have a distinct hereditary history of insanity in a family the probability is that under the stress of environment the insanity will more probably recur, and I think that is a very important matter. I have gone into the statistics.

8099. But what do you recommend as practical steps? Would it require legislation to do away with that difficulty?—I should think it would.

8100. Supposing the medical superintendent has a person in his asylum who is now clearly recovered, and as to whom he cannot give the continuation certificate, and he must let that person out; having done it ten times already, he knows that person is quite certain to come in in twelve months, again; how is the superintendent to deal with that person. What would you recommend?—I do not see why the Commissioners should not be applied to by the superintendent. He should say, "This person has been in the asylum a number of times, I feel if he is discharged he will come back again," and if the Commissioners saw fit to say, "We agree with you, the patient ought to be retained," that would get over the difficulty.

8101. He would make a sort of special report, not merely fill up the ordinary form?—A special report.

8102. I suppose the bulk of the people to whom your memorandum refers should, if kept in properly designed colonies, spend a good deal of time in working to maintain themselves?—I have seen the very worst class of cases—my evidence refers to those cases at the Colney Hatch Asylum. You must take that into consideration. There are a certain number even of those who can make themselves useful in the bakehouse, the kitchen, and in the upholsterer's shop, and can do a certain amount of work; but the majority of them are not of much use.

8103. Would you suggest any sort of figures amongst the class including sane epileptics and feeble-minded—any proportion who would be able to work? Would half of them work, do you think, substantially?—I should doubt it myself, but I have not any practical knowledge on the subject; I have not had the direction of a colony. I think Dr. Bond would be able to give you better information.

8104. In the institutions you have been in, that work is practically non-existent?—Yes, practically. I have merely seen these cases at Colney Hatch myself.

8105. (*Mr. Dickinson.*) I see that your view with regard to alcoholism is that that does not so much create lunatics directly, but that indirectly it causes these feeble-minded or defective persons to drift into lunacy, if I may use the expression?—Yes, I think at the beginning I said there is no doubt that alcohol does have a most pernicious effect on the population. The question is

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whether the production of insanity by alcohol is not greater than the effects of elimination by alcohol. Alcohol acts as an eliminator of the unfit, but it is also a producer of the unfit. It is so very difficult to go back in the hereditary history of a family to see whether alcohol produced it. I have an instance in which I can get no history in the father and mother except that the father was a chronic drunkard from boyhood, and four or five of his children are in asylums, but that does not prove there is not an hereditary history of insanity in the family, it we could go back one or two generations.

8106. But in addition to that, the effect of drink on the individual himself is more serious on the defective minded ?—Yes.

8107. That is one of the reasons why you say they ought to be protected ?—Yes, I think so—protected from drink. I think that is very evident from the facts that I have given.

8108. On page 454, I do not quite follow what those figures mean. "A larger proportion of lunatics admitted into the London County asylums are congenitally defective than the statistics, viz., 3·6 per cent. of the total admissions show." Do I understand only 3·6 per cent. of the total admissions are congenitally defective?—Yes, that is so.

8109. You mean of all the lunatics in the Council's asylums ?—The congenital defectives are sent to the Metropolitan Asylums Board asylums, unless they are epileptic or so troublesome that they cannot be managed. It does not represent the total insane population, or anything like it.

8110. Because that particular section are cleared out by another authority ?—Yes.

8111. Even then it is a small number ?—It is too small. When you examine the brains of people dying in the Council's asylums you find a large proportion have a defective brain, only it has not manifested itself in the form of insanity until some condition arises in the environment which produces it.

8112. They have not been lunatics all their lives, or idiots all their lives ?—No.

8113. You have been interested, I suppose, in the scheme the Council has had for establishing receiving houses ?—Yes.

8114. I suppose if there was a system of receiving houses under which a person is examined and treated before he is shut up in an asylum that might be extended to examining the persons who are not evidently lunatics —I mean the feeble-minded class ?—Yes.

8115. Is that what was in your mind in mentioning that ?—No, but I think the advantage of receiving houses, especially if you had a mental hospital attached, would be that a number of cases might never go into the asylums at all.

8116. What would happen to them unless we had some provision for others than lunatics—for feeble-minded or defectives, as apart from lunatics ?—I did not think putting it under one control was contemplated. If it were under one control the receiving house scheme could apply to the imbeciles as well.

8117. The receiving house scheme would leave a residuum of persons to be provided for somehow—persons who were refused admission to the receiving house ?—Yes; still I would place it under one control, I think.

8118. I think you say, in your opinion, it ought to be under one control ?—Yes, it ought to be.

8119. (*Dr. Needham.*) With reference to the answers that you gave to Mr. Byrne, you are aware that the continuation documents are two, the certificate and the report, the report stating that the patient is still of unsound mind, and the certificate stating the facts upon which that opinion is based ?—Yes.

8120. Do you propose that that should be modified or varied by legislation, because it is obvious that at present the plan you suggest would not be feasible, because, however much the medical superintendent might write to the Commissioners and suggest that a person was not fit to be discharged, unless he could say that he was insane, and could put down facts indicating insanity, the law would not allow the Commissioners to interfere ?—No, I recognise that; that is the difficulty.

8121. Do you propose that there should be some modification in legislative methods ?—That is what I had in my mind.

8122. And you do think so ?—I do think so, yes.

8123. (*Chairman.*) Is there anything you would like to add ?—I should like to add that I was requested by Colonel Long's Committee to give evidence on the question of specific infection and production of diseases, especially in the children and feeble-minded. I do not know whether that comes within the scope of this Commission.

(*Recalled and further examined on page* 481).

CHARLES HUBERT BOND, Esq., D.Sc., M.D., called; and Examined.

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8124. (*Chairman.*) You have been so kind as to give us a statement of your evidence. May we put that on our notes ?—Yes, certainly.

8125. I think there is something you wish to add to it ?—I received word that the Commission would be glad of any further facts in support of the heredity question, and I have prepared some figures which are relative to those on page 465 with regard to the general amount of heredity found in the insane, and I think they show rather dramatically how (probably if not certainly) far short the usually given figures come of the real truth; that is their object*

8126. The addition is with regard to this analysis of some further cases of epileptic admissions ?—They are relative to the facts in my statement at page 465.

STATEMENT OF EVIDENCE BY CHARLES HUBERT BOND, ESQ., D.Sc., M.D., ON BEHALF OF THE LONDON COUNTY COUNCIL.

CHARLES HUBERT BOND will state that—

He is a Doctor in Science and a Doctor in Medicine of the University of Edinburgh, holds a Degree in Public Health from that University, and the Gaskell Gold Medal in Mental Diseases. He is Medical Superintendent of the County of London Colony for Insane Epileptics, which was established in 1903 by the Asylums Committee, of the London County Council.

He has had a large experience in dealing, from both the medical and administrative points of view, with the insane, and especially with the feeble-minded and epileptic classes.

He has given much attention to the statistics of mental disease.

Before offering remedial suggestions, he would deal with certain factors—some certainly *causal*—in association with the Mentally Defective; because a correct appreciation of them points with considerable force to the lines on which both an *amelioration of the present provision* for these classes, and also a *diminution in their future production* may be sought.

He would however first point out that the terms used namely, *Idiot, Imbecile, Feeble-minded* and *Defective* do not express distinct classes between which there is any fundamental difference, but are merely expressive of the degree of weakmindedness—such weakmindedness, for present purposes, being understood to be congenital, or at least to have shown itself in early childhood.

* *Vide* addendum pp. 473-4.

Similarly, that there are not always features present which sharply distinguish cases sane or non-certified from the insane or certified, either in respect of the feeble-minded or of the epileptic; and that a presentment of the more important factors in the aetiology of the certified insane—to the investigation of which Witness has devoted much time—is equally applicable to the classes now under inquiry. Indeed to some extent the alienist's cases represent the failure of present methods, or rather the almost total absence of means of handling an important section of the feeble-minded.

Causal factors in the production of cases of feeble-mindedness and epilepsy.—These may be conveniently grouped in three main divisions, (A) inherent, or congenital; (B) developmental; and (C) acquired.

(A) *Inherent or congenital factors :—*

These are by far the most powerful and important. Those in the other two divisions may be regarded as stresses, certainly of importance, but whose potency is for the most part only made manifest when acting upon an inherently defective organism.

1. *A Neuropathic or Psychopathic Family History* is pre-eminently the most important factor in the production of epilepsy and of weakmindedness in all its grades, from simple mental defect on to all the graver mental reductions included under the term insanity.

A correct estimate of the extent to which this factor is in operation is very difficult to obtain. Family histories are frequently not accessible, and when accessible not uncommonly purposely withheld. The current Report of the Lunacy Commissioners indicates that, as regards cases of certified insanity, a family history of insanity (in one or more members, and either direct or collateral) was obtained in 21·5 per cent. There is a consensus of opinion, however, that this figure is much below the truth. Out of a series of 600 cases of miscellaneous insanity, Witness had no difficulty in eliciting an insane family history in 30 per cent., and in almost a half of the cases making up this percentage the insane relative was a parent or grandparent. In the same series of cases, but limiting the calculation to those in whom the mental defect was congenital, this percentage rose to no less than 43.

An *Epileptic Family History* is to be regarded as especially dangerous. In the case of a parent who is an epileptic, the disease may be regarded as practically always present and, moreover, in the vast majority of cases will have developed either early in life or at least prior to the birth of the next generation; whereas an attack of insanity may be recovered from and, furthermore, in an appreciable number of the cases described as possessing a family history of insanity, the insanity will not have appeared in the parent until after the birth of the children. When investigating last year the personal and family histories of 300 epileptics certified as insane, Witness found an epileptic family history almost as frequently as an insane one, the relative frequency being as 0·87 : 1. This proportion ought however to be corrected according to the relative proportion of the total number of cases of epilepsy in the general community to the total number of insane cases, a figure very difficult to arrive at directly; but indirectly, the fact that in the general population of an asylum the proportion of those admitted who are suffering from epilepsy is only 7·7 per cent., suggests that when the above proportion is thus corrected, the severity of the influence of an epileptic family history is much greater than that of an insane one. The specially dangerous influence upon the offspring that attends marriage with an epileptic deserves bringing home to the mind of the lay public as realistically as possible. Not only do they fail to understand it, but there is unfortunately an ever-present and unjustifiably sanguine hope in the minds of the patient and friends that at some given age or *upon getting married*, the fits will cease. That marriage was thought likely to "cure the fits" has been repeatedly stated to witness as the explanation of marriages which he has no compunction in stigmatising as social crimes and sins against posterity.

> He has under his care at the moment a young man of twenty-six. in whom epilepsy developed at the age of eighteen. He was certified as insane because of an attack of violence in association with a fit, but he is only very slightly weak-minded and, although severe fits continue to occur, there is a probability—as the Law stands—that he may shortly have to be discharged "as recovered," that is from the mental symptoms which brought him under the Lunacy Act. He is of good manner and appearance, and despite the fact that his children will have a special predisposition to epilepsy, insanity, drunkenness and crime, he is looking forward to being married. That the danger is not fanciful is borne out by the fact that at the present time his married sister is an inmate of one of the Unions, being about to be confined of her fourth child, and now possessing three children, all of whom already show evidence of instability. She herself has severe epileptic fits, which developed at the age of fifteen. Her husband knew of them but was told they would probably cease as soon as she was married ! !

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The prevalence of marriages with epileptics, though difficult to accurately estimate, is certainly not exaggerated when it is mentioned that, in a series of 300 epileptics certified as insane (excluding the congenital cases, only one of whom was married), of those in whom the epilepsy developed *before* the age of fourteen no less than 20 per cent. had become subsequently married.

Congenital Mental Defect in one or both of the Parents is of almost equal importance, even when mild in degree. As in the case of epilepsy, the defect is always exerting its influence and is not recovered from as an attack of insanity may be; that one or more of the offspring of such a parent will not be also weakminded, epileptic or insane is most improbable. The degree of mental defect necessary to produce such untoward results in the children need not be great; of necessity it probably is not, because a person sufficiently mentally defective to be termed an imbecile would find a difficulty in becoming married. Witness's experience indeed is that a very mild degree of mental defect. such as might only be detected by a trained observer, is all sufficient to be followed by disastrous effects on the offspring. How numerous marriages with such persons are he is unable to say, and verbal inquiry is useless, but he has constant ocular evidence of them in the *Asylum Visiting Room.* Repeatedly when interviewing the parents of his insane cases, and while being emphatically assured that there has been no case of insanity or epilepsy in the family, he has had no difficulty in recognising in the parent evidences of congenital mental defect, and physical evidences—"stigmata" as they are termed—of degeneration. Despite all assurances to the contrary, the more than probable origin of the insanity of his patient has been standing before him and has been so recorded in the case-book.

An Attack of Acute Insanity (without Epilepsy or any Congenital Mental Defect) occurring between Puberty and the completion of Adolescence, in a person who subsequently becomes a parent, is a third dangerously potent example of psychopathic family taint, and which without doubt is responsible for a definite proportion of the cases now being inquired into by the Commission. It is, moreover, obviously a source, to check which will always present peculiar difficulties.

2. *Alcoholism in one or both Parents* exerts its influence mainly by impairing the vitality of the children. Witness is not of opinion that it has any special tendency to beget a proclivity to drunkenness in the offspring, but that, in the manner indicated, it has a distinct influence in the production of feeble-mindedness and epilepsy, and also, by lowering the normal resistive power in the offspring, renders them liable to break down under various stresses later on in life and become insane. He has found that as regards the insane generally, in about 7 per cent. this family history of alcoholism could be ascertained, but that limiting the calculation to the cases of congenital mental defect it was present in 12 per cent. In a series of 300 epileptics he ascertained its presence in 9 per cent., but restricting the calculation to the cases in whom the epilepsy developed before the age of five (who numbered fifty-eight), the proportion rose to rather more than 16 per cent. In these cases it is, of course, important to be sure that the injurious habit existed prior to the patients' birth.

Investigators in this field have also been able to adduce suggestive evidence of the evil effects of bouts of

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alcoholism, in association with wedding festivities, as explanatory of the instances of imbecile or epileptic first-born children followed by other children entirely free from these defects.

3. *Syphilis in one or both Parents.*—Witness has no figures to offer in this relation, but he feels assured of its powerful influence in a manner comparable with alcohol, that is to say, by affecting the vitality of the offspring. But it differs from alcohol as a factor, in that it is capable of being passed on *as Syphilis* into the offspring. Congenital syphilis is found in association with both epilepsy and congenital mental defect in an appreciable proportion of instances.

4.—*A Family History of Tuberculosis* has a definite parallelism with inherited mental deficiency, and, moreover, a very large proportion of idiots and imbeciles ultimately die of tuberculosis. It is not that the disease is actually passed on from one generation to another, but that the fact that it exists to any marked extent in a family again indicates a lowered vitality, which is unable to produce sound offspring. Witness found that in respect of all classes of insanity (taking 1,200 admissions as a basis), 12 per cent. yielded a family history of pulmonary tuberculosis (in 43 per cent. of which the disease had affected a parent or grandparent). Limited to the cases with congenital mental defect, the proportion was 14 per cent. and 16 per cent. in respect of the epilepties.

5. *Parental Consanguinity* is only mentioned here because the lay public believe it to play an important part in the production of feeble-mindedness, insanity and epilepsy. In reality it is not so. Witness found that out of thirteen hundred consecutive asylum admissions in only 0·68 per cent. were the parents first-cousins. No doubt if the stock has a neuro- or psycho-pathic taint the marriage of two first-cousins will tend to accentuate the effects of such taint, in other words it increases the likelihood of such taint operating through both the paternal and maternal lines; an illustration of this is related later (p. 468).

The growing tendency to migrate from rural to urban districts operates in an analogous fashion; because, for the most part, it is the more pushing and mentally vigorous inhabitants who press towards towns, leaving those with possibly lower intellectual development behind. The latter of course in intermarrying, do so with a similarly increased risk of uniting and accentuating two tainted family histories.

> A remarkable illustration of this was related recently to witness by the superintendent of a comparatively newly opened institution, situated in a rural area far removed from any great centre or town; he found so low a standard of intellectual development among the local population, that he was ultimately compelled to abandon any attempt to recruit his staff from them; he stated, too, that he was particularly struck with their low level of morality.

In like manner, attention has been lately drawn to the constant dribbling going on of young men and young women from certain districts of Canada across the border into the populous cities of the United States.

Deve'opmental Factors.

Under this division witness would include (*a*) *Certain age periods* (notably puberty and adolescence) affecting the sexes equally, and in almost every person causing a recognised amount of disturbance, and (*b*) *Certain cataclasms* in a woman's normal life-history (pregnancy, child-bearing and suckling). All may be looked upon as examples of normal stress, which, encountered by a healthily constituted organism, will be successfully weathered, but, acting in the presence of the inherent factors already discussed or upon a brain congenitally defective, they are very frequently the means of precipitating insanity, epilepsy or other neuroses.

Their special relation to the classes under inquiry is as follows:—

> (*i*). A feeble-minded child having left school is launched on society, and is set the task of earning a living. Its mental and physical disabilities severely handicap it, and make an equal competition with its more fortunate associates impossible, and when the further stress of the adolescent period supervenes, small wonder that a break-down occurs and that the youth is certified as insane. His admission to the asylum is not on account of his congenital feeble-mindedness, but for the added symptons of—most commonly—an attack of adolescent acute mania. From the latter he recovers and, as the Law stands, has to be discharged "as recovered"—recovered, that is, from the maniacal attack—and is returned to society, still a feeble-minded case; to break down again, and even a third time, before the adolescent period is complete; to subsequently marry and add to the number of the mentally defective or epileptic, and if a woman, to probably again visit the asylum under the stress of the cataclasms of pregnancy, child-bearing or suckling.
>
> (*ii.*) The relation of certain ages to the onset of Epilepsy is very striking; 11, 12, 13 and 14 (corresponding to puberty) are ages at which the fits first appear in a large number of cases, or re-appear after being in abeyance since perhaps an isolated few in very early childhood. Again between 18 and 22 (corresponding to the period during which adolescence presses most severely) there appears to be another special incidence, though in this case there are frequently other factors, *e.g.* alcoholic and sexual excesses, beginning to exert their influence. In these cases a history very commonly related, is that shortly after the commencement of sexual indulgence or shortly after getting married the first fit appeared; as already indicated in some cases the marriage is entered upon in the mischievous hope that it will bring about a cessation of fits. In the case of epilepsy which has made its appearance earlier in life, as described above, also in regard to feeble-mindedness, the stress of the adolescent period becomes doubly fateful when in conjunction with the worry, chagrin and other mental stress, the result of the youth being unable, by reason of his fits, to retain any employment long. He finds himself tossed about from one employer or employment to another, and of necessity often out of work, roaming the streets or loitering at bars. That such ones become insane, drunken, or criminal cannot be wondered at.

Less numerous, but certainly existent, are some instances in which the first fit is precipitated by the stress of child-bearing, or the terminal period of pregnancy, or even by exhaustion of suckling.

The following figures, though by no means representing the extent to which these developmental factors are at work, punctuate some of the foregoing statements:—It will usually be found that of the total admissions of miscellaneous insanity into the County and Borough Asylums of England and Wales, a little more than 5 per cent. are cases of congenital defect, that is are cases of true imbecility. Referring in particular to the records of the London County Asylum at Bexley, during the time that witness was on the staff there, between 4 and 5 per cent. of the admissions were diagnosed as truly imbecile; but there was no difficulty in recognising that a considerably greater percentage possessed in various grades minor but important evidence of congenital mental weakness. Thus from the annual statistics of that asylum the number of admissions showing major or minor degrees of congenital mental defect is rather more than 13 per cent. The difference between this 5 per cent. and 13 per cent., in witness's opinion, represents an exceedingly important group of cases; cases who from early childhood have been mildly, but to a competent observer, recognisably weak-minded, and who found their way into the asylum not because of their congenital defect, but because, notwithstanding their possessing this defect predisposing to actual insanity, they had yet been allowed to subject themselves to various stresses, and especially during the developmental stress of adolescence. Under appropriate treatment in the asylum their acuter mental symptoms usually abate; a considerable proportion of them are ultimately restored to their normal mental health, and are no longer certifiably insane. As the law now stands these have then to be discharged as recovered, although as medical men we recognise that their normal is one of unstable equilibrium, and that sociologically they largely cannot be regarded as really fit, either for life's struggle, or—and what is so much more important—to be allowed to procreate.

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By kind permission of Dr. Stansfield (Medical Superintendent of Bexley Asylum), Dr. Dunstan has prepared the following highly instructive analysis of those cases of one year's female admissions, in whom, three years ago at the time of their admission, a degree—either major or minor—of congenital mental defect was recognised. Thus their after-history extends in all of them over two and in some approaches three years; and the influence of treatment can with considerable completeness be gauged. The average age of these cases (forming 13 per cent. of the total admissions) was 29; 47 per cent. were aged between puberty and the completion of adolescence; 21 per cent. have since died; while no less than 33 per cent. were ultimately discharged "as recovered"; recovered, that is, from the mental symptoms in respect of which they had been certified as insane. It is noteworthy that, of those who were so discharged recovered, 71 per cent. at the time of their admission had not completed adolescence. Germane to these figures is the statement that, of 162 cases discharged recovered from Bexley Asylum during the year 1903, no less than 18 per cent. had been recognised as possessing evidence of mild congenital mental defect. Such cases can certainly not be termed imbecile, and the underlying congenital mental defect would probably be not noticeable except to a trained observer.

The lesson and moral of these facts seems very clear. Such cases in their own interest surely demand and deserve protection from the stresses they will inevitably encounter in attempting to either gain a livelihood or assume family responsibility on equal terms with those not burdened with their disabilities. Nor should that protection be optional. Such cases, in the spring-time of their life with hope high, are incapable of taking a just view of the probabilities and deciding accordingly. Only those who like witness have to deal with the failures of these unequal struggles and hear the pitiful tale from either the patient or relatives, can realise the misery involved in these lives, misery to themselves and misery to those at all dependent on them. In so far as the "liberty of the subject" is involved in any measures on these lines, it appears to witness that the conceding of unrestricted liberty of action with full social privileges to these cases, who, though they may have legally attained maturity, have certainly not done so medically, is in reality a very distinct breach of this principle so dear to the national mind, because there is not the slightest doubt that it involves often a great curtailment of liberty to those connected with the cases so afflicted.

(C) *Acquired Factors*:—

The most important of these as regards the cases under inquiry are mainly concerned in environment and conditions of life, and foremost among them he would place

1. *Malnutrition from Improper or Deficient Food.*—The development of the brain and the education of the mental faculties require an immense amount of pabulum. The child's food should be both liberal aand suitable. If these are withheld the brain will at first, and as long as it can, develop at the expense of the body, and must then inevitably fail to respond, with the result that the child appears stupid, backward, and feeble-minded. Witness is convinced that an appreciable proportion of the cases notified as feeble-minded are only *spuriously* so; he has not opportunity of seeing many examples, but some have come under his observation in a very convincing manner. As a matter of fact, these *spurious* cases are the most hopeful of all as regards the possibility of a restoration to the normal being possible, and there is no doubt they deserve every possible effort in the way of special schools and teachers; such, however, to have any chance of success must be in conjunction with proper diet and the removal from unhealthy surroundings.

The truly feeble-minded most certainly require special schools and instruction, and it is very right and true economy that their brains be developed (but in no way "forced") as far as they are capable; but it is well to clearly recognise that neither the most skilled of institutions nor the best of food can give a child the "brains" which nature has denied it.

The practical importance of this factor is thus scarcely possible to exaggerate. Cognate to it is the increasing habit of superseding the breast-feeding of infants by the use of animal milk and artificial foods. The evil and far-reaching effects of this are only just commencing to be understood.

2. *Unhealthy, Criminal, or Vicious Surroundings.*—At all times harmful, upon a child born weak-minded their effect is all the more pernicious. Their potency is, of course, specially powerful after the withdrawal of school discipline.

3. *Inability to obtain or maintain Continuous Employment*—This is the history so constantly reiterated as the experience of the feeble-minded and epileptic after leaving school. As a mental stress it has already been referred to when speaking of developmental factors, and the cases of feeble-mindedness which at adolescence become actually insane. And there can be no question that, in association with the examples of criminal and vicious surroundings, it is a powerful factor in the production of crime, prostitution, and drunkenness.

4. *Alcoholic Excess.* 5. *Syphilis.*—True feeble-mindedness, dating from early childhood, cannot, of course, be said to be caused by either of these factors being (respectively) indulged in or acquired by the person afflicted; their causative influence in the production of feeble-mindedness, as already stated, is through one or both the parents. But they have, and especially the former, a very intimate relation with the production of certain cases of epilepsy—cases which mostly, however, perhaps scarcely fall within the category of the present inquiry. It may be confidently asserted that nearly all cases of epilepsy over the age of thirty-five or forty are due directly to one or both of these two factors.

Witness's asylum experience is that 22 per cent. of nearly 2,000 miscellaneous consecutive admissions have had syphilis at some time in their life; as regards epileptics this percentage fell to quite a half, but, restricting the calculation to the cases in which the epilepsy developed late in life, it is found to rise again. [Bearing in mind the importance of syphilis as an ætiological factor, it is not a little unfortunate that there is not greater unanimity in the mode of returning it in connection with cases of insanity. Thus a reference to the table of causes in the annual report of the Commissioners in Lunacy shows venereal disease as a cause in only 2·1 per cent. of the admissions to asylums.]

And in respect of alcoholic excess, he found in a series of insane epileptics, that while of the total, 22 per cent. had given way to this habit, of those in whom the epilepsy had developed before the age of twenty, the corresponding percentage was only nine, but that it rose to no less than 77 per cent. in the case of those in whom the disease did not manifest itself until after forty years of age. [The appearance of epilepsy had been preceded by alcoholic excess in a trifle over 30 per cent. of the cases in which the onset was between the ages of twenty and thirty, and in 56 per cent of the cases where the onset was in the age period thirty to forty.]

But although the cases of epilepsy, illustrated by these figures as largely due to alcoholism, for the most part probably fall outside the scope of the present inquiry, the effect of taking even very moderate quantities of alcohol by the feeble-minded and epileptic and others potentially insane deserves special mention. Alcohol has a peculiar facility for seeking and finding the weak spot in a person's organisation. If he has a neuropathic or psychopathic family history—the pre-eminent importance of which has already been insisted upon—it will attack his nervous system and induce paralysis, insanity, epilepsy, etc. If he possess a congenital mental defect, or be already epileptic, he is either unable to take it (in inquiring into the existence of former alcoholic excess, and in denving such, it is no uncommon answer to be told that excess was impossible, as a single glass of beer would completely upset him); or, if he does take it, a moderate quantity is sufficient to precipitate insanity or greatly increase the number and severity of the fits; or again—and what is so important—incite ungovernable rage, followed by dangerous and criminal acts. The weak-minded, the epileptic, and every person with a faulty neuro- or psychopathic family history should be taught to look upon alcohol as, to them, a poison. An appreciable number of cases are in asylums, and require permanent detention there, not because they are continuously and actively insane (for they are not so), but because, after repeated trials they have proved themselves to be confirmed recidivists, in whom access to alcohol has quickly necessitated a return

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to the asylum. And instead of being taught to avoid alcohol, it is obvious that the lives of not a few of these cases, in the years immediately following their freedom from school-care, almost invite their resort to the habit.

6. *Miscellaneous Acquired Factors*—and which it is scarcely necessary to attempt to enumerate.

The following case (that of H. F. S., a male, aged thirty-three), recently at the Ewell Colony, will serve to forcibly illustrate the manner in which the foregoing factors—inherent, developmental and acquired—operate in combination. He presented on the paternal side well-marked neuro- and psycho-pathic family history, and also parental alcoholism. Thus his father was for many years, and prior to the birth of H. F. S., a drunkard; he ultimately became insane and committed suicide. A brother and two cousins (on the paternal side) of H. F. S. were also insane. With the onset of puberty, H. F. S. developed epilepsy, but the malady remained then in abeyance for fourteen years. It reappeared, and on this occasion with symptoms of insanity, at the age of twenty-seven; it was apparently this time precipitated by the acute mental stress of his father's suicide, and the shock of a fire occurring in his house; moreover his environment had not been judicious, as his occupations had involved an unhealthy degree of solitude. His epilepsy now seems confirmed and his mental state not favourable. He is a married man, but fortunately his wife has had no children. The terrible import of his family history is clinched by the statement that one of his insane cousins (himself the offspring of a marriage between two cousins on this tainted paternal side) committed suicide, having previously killed his wife and children.

Remedial suggestions based on a consideration of the above causal factors, with a statement of certain deficiencies in the present system of administration :—

That certain faults in the present system of administration and control of the feeble-minded and epileptic are actually responsible for some of them subsequently becoming insane, must, after a just consideration of these causal factors, be clear, particularly of those factors classed as developmental and acquired.

Doubtless a certain proportion would have inevitably become insane, no matter what might have been done to ameliorate their lot; but at present, until this insanity shows itself, or until they come under public control for other reasons, such as indigence or crime, there is from the age of fourteen or (by the operation of 1899 Act for Defective and Epileptic Children) sixteen, a hiatus in the control, which, in the majority of these cases, should have extended considerably longer, and in not a few should have been permanent.

In other cases—and fraught with peculiar danger towards the child's future—this hiatus in control commences much earlier, owing to the child, either by reason of mental defect or epilepsy, being unable to attend the ordinary school, *and there being insufficient special accommodation*, or being actually imbecile. Such children roam about and, exposed to a variety of pernicious influences, inevitably deteriorate. The extent to which this evil arrangement is in operation in the country generally may be gauged a little by mention of the fact that, from figures supplied to witness by a West-of-England county, there were in the county sixty-four children of school age resident with their parents or friends, twenty-nine of whom were attending the elementary schools, but the remaining 54 per cent. were receiving no instruction whatever. The guardians are naturally not anxious to undertake their custody, nor indeed is the workhouse a suitable place for them. A certain proportion, either there or later, do find their way to the workhouse, and are destined to remain there, or be certified as insane and be sent to the asylum. As regards London, there exist the Metropolitan Imbecile Asylums to which imbeciles above the age of five, and others mildly insane, can be drafted. Less marked cases escape custodial life, except perhaps for brief periods, and although they lead a precarious existence, they yet, in not a few instances, as witness has already illustrated by figures, assume the responsibilities of marriage.

For epileptics, free from mental defect, or in whom it is of slight degree, it may be said there is practically no provision by the State until by indigence they become workhouse inmates, and that epilepsy *per se* is not recognised as requiring State control, or even State cognizance, despite the many known dangers accruing from the malady not only to the sufferers themselves, but to the community in general. If, by indigence, such people do come under public care, this, for the most part, is only the accommodation which the workhouse can afford, and that most assuredly is neither the most economical nor the most suitable form; indeed, as regards suitability, it is more likely to aggravate the fits both as to frequency and severity.

A letter received by witness, dated February 20th, this year, is typical of many others sent to him in a similar strain, and describes how heavily the burden of such cases presses.

To Dr. BOND,

Dear Sir,—There is a poor little lad in the village here who is terribly afflicted with epilepsy. Mrs.—— has told me how the sufferings of these afflicted ones are mitigated and relieved in your colony. Would there be any possibility of getting the child placed there? If so, how could I set about it? The father is a labourer, a good husband and a sober man. The wife is a very nice respectable woman, but the constant anxiety caused by the little son's affliction is wearing them out, and sad to say, all their younger children seem to be catching his complaint. The poor woman has lost two little ones from fits, and now the baby girl, only a few months old I believe, is beginning to have them. It seems as though the boy ought to be removed from the home. If you could spare the time to write me a line, any advice you could give me as to how I could help the poor things would be most gratefully received.

Yours, etc.,

There is no public accommodation that can be claimed for such a case.

If mental defect supervenes, and such epileptics are certified as insane, their only provision is the County Asylum, and of all asylum cases there are probably none on whom that form of detention, legitimately and rationally, presses more irksomely. A considerable proportion of epileptics under certificate as insane are not continuously, strictly speaking, insane; their insane symptoms are recurrent, and they remain under certificate either because of the frequency or severity of such recurrence, or because, after repeated trials, it is found that, while they can do well in the asylum, they immediately break down when submitted to the stresses of life in the general community. Such cases do not really require either so expensive or so strict and non-elastic a method of housing as is involved in the commonly-accepted sense of the word "asylum." For the first time in this country the epileptics of this class received recognition on practical lines, when the Asylums Committee of the London County Council established the Ewell Epileptic Colony, which was opened in July, 1903, and where, at present, there are 324 epileptics under certificate. Of these 266 are males and fifty-eight females, the disproportion in the numbers of each sex being for the most part an arbitrary one. Witness is of opinion that the ordinary wards of the County Asylum (as asylums are customarily designed) are not the proper place for a well-defined proportion of the epileptics deemed insane, and particularly not for epileptic children, even though certifiable as insane.

Industrial Colonies. The value of these as the most humane, economical, and medically wise means of providing for the feeble-minded or defective and the epileptic classes after leaving school, is being more and more recognised. Efforts to grapple with the problem on these lines by public bodies are springing up in various parts of the country. Various Boards of Guardians have from time to time asked witness's opinion upon certain matters in connection with colony administration, with a view to a more effective and enlightened method of housing certain workhouse inmates, and it is fairly clear that a considerable movement in this direction is astir.

The overlapping and diversity of the authorities responsible.—Witness would urge, and is strongly of opinion, that to obtain a full measure of success the problem must be faced as a whole and therefore preferably by a single authority; recent legislation has, moreover, paved the way for such a possibility. Prior to the present Education Act, the cases under consideration commenced their career under the Education authority and also were

permissively provided for as special cases (defective or epileptic) up to the age of sixteen, regardless of their necessities after that age. [Some few would be in Reformatories or Industrial Schools.] They then went to the care of the Guardians, or became members of the general community (more or less under the care of their parents), or perhaps obtained admission to one of the charitable institutions or colonies. Later on, in asylums or inebriate institutions their custodial authority would be the County Council. As regards London, an additional authority, the Metropolitan Asylums Board, had charge of at the end of the year 1903, in their "Imbecile" asylums some 3,642 cases of congenital mental deficiency, nearly a third of whom were epileptics, and 313 other cases of epilepsy free from congenital mental defect; the remaining cases in these "Imbecile" asylums (2,425) being made up of miscellaneous forms of insanity. Cases are detained there as lunatics certified as suituble for detention in a workhouse. Their passage into the authority of the Metropolitan Asylums Board may be directly from the parishes or as transfers, under Section 25 of the Lunacy Act, from one of the nine London County Asylums. In the latter asylums there were, at the end of the year 1903, 915 cases of congenital mental deficiency, of whom rather more than a third (317) were epileptic, and 1,182 cases of epilepsy free from congenital mental defect. Should the mental symptoms of a case in the Metropolitan asylums become acute, such a case is transferred back (or may be sent for the first time) to one of the London County Asylums; and thus, dependent upon the presence or absence of an exacerbation of mental symptoms or the pressure of accommodation in the Council's and Board's asylums, a case may oscillate between the two authorities.

There is yet another section of the feeble-minded, whose custodial authority is the saddest of all, namely, those who are undergoing imprisonment or penal servitude. Witness has not had many opportunities of examining such cases, but it seems to be the opinion of alienists who have access to them that a recognisable proportion of them possess definite evidence of congenital mental defect short of imbecility.

Witness has under his care at present a small collection of cases typically illustrative of this section. The details of two, briefly recounted, will serve as examples—

A. S., now aged nineteen, left an orphan at three, was brought up and educated at a public orphan school, and was taught a trade. As regards his school work, despite the fact that he has pronounced evidence of congenital mental defect, is stunted, and has physical signs (*stigmata*) of degeneration, he yet was able to reach a fifth standard. At the age of seventeen, immediately following scarlet fever, epilepsy developed and persisted. He was at that time in a Roman Catholic Home, where he was boarded and kept, but went out to work at his trade, paying his earnings to the Home. Persuaded by another youth, he on one occasion ran away with his earnings. They accosted a lady, whose purse was visible, and again persuaded by his companion, A. S. knocked her down. In the ensuing struggle a policeman arrested them, apparently not without considerable difficulty, and they were subsequently each sentenced to six months' imprisonment. At the end of four months' prison detention, A. S. was removed as a dangerous epileptic imbecile to one of the London County Asylums, and transferred thence to the Ewell Epileptic Colony. He is definitely weak-minded, highly unstable, and easily led either for good or evil. These points must certainly have been patent during his school career, and, to a trained observer, it must have been evident that he would require to be under control for a considerable period beyond his school days, and that indeed it was very questionable if full social privileges should ever be accorded him.

J. F., now aged thirty-five, born one month before full time, of obviously low type, and as a child definitely weak-minded though scarcely imbecilic; at school he reached the fourth standard despite the existence and persistence of fits since infancy. At the age of 16 was sent to the Darenth Metropolitan Asylum from which he was discharged two and a half years later. Eight months afterwards he was convicted of indecent assault, and, under the 1883 Trial of Lunatics Act, ordered to be detained in prison during His Majesty's pleasure. Five weeks later he was removed to one of the London County Asylums, and after a year ceased to be a criminal lunatic. Fourteen and a half years later he was transferred to the Ewell Epileptic Colony. From his own statement—he is very devoid of cunning and his simple-mindedness is such as to render a lie almost impossible—he was invited and assisted in the act for which he was sentenced.

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Certain it is, that in neither of these two cases could a term of imprisonment be possibly salutary, and surely equally patent must it be that neither of these cases should have been subjected to the temptations which led to their downfall, nor, under the circumstances of their obvious mental deficiency, should their relatives have had to endure the mortification of a member of the family being sentenced as a criminal. Trained inspection during their school-days would have decreed the wisdom, and indeed the only satisfactory procedure, of their being committed to an industrial colony or other mode of care for an indefinite period.

The desirability of unity of control and a uniform continuity of policy.—The prudence and value of such a course must be largely self-evident. Duality of control seldom makes for efficiency, and this is so well known that it is scarcely necessary to point to the disasters just mentioned as largely the outcome of what almost deserves the name of a miscellany of control, and of the unfortunate hiatus in that control immediately succeeding school days, the continuity of which control, if subsequently resumed, it is clear is capable of again being broken.

For the needs of London, as witness will endeavour later to show, this desirability has a special emphasis. He would express a hope that whatever recommendations are the result of the Commissioners' deliberations, the public authority, or authorities, in giving them effect will take into consideration the total needs of the cases as brought out by a study of their life-history at various ages, and that if possible the provision for these needs be entrusted to a single authority. In other words that this single authority shall "see these cases through;" shall control their school-days; shall dictate the form their next stage of control shall assume; if this be an industrial colony, shall control such colony and the length of time, whether permanently or otherwise, individual colonists require detention there; or if it be a modified form of control, such as to one of the services, shall resume full control immediately such modification form proves unsuitable.

The County Council should be the controlling authority.—The way is not only paved for this but also indicated by the recent Education Act. Simplification and continuity of policy would also be promoted by the fact that the control of asylums—the inevitable *termini* of some of the cases—is also vested in that authority. Neither the congenitally mentally deficient nor epileptics *need* become lunatics, and witness has no doubt whatever that, by the adoption of more enlightened means of dealing with them when young, a considerably less number than at present would ultimately need asylum care, and thus also a certain amount of relief would be afforded to the present pressed accommodation of most asylums.

As the readiest and most practical line of approach to the problem, witness would divide the cases into (A) those at present in school-years and (B) those who have passed this period. The latter group, B, can with practical advantage be sub-divided into (Ba) those who are in the care of one or other public authority and (Bb) those who have passed into the general community and are enjoying more or less fully, social privileges.

Of groups A and Ba, a fairly accurate census can be taken, and whatever line of action be agreed upon in connection with the future, that is, the period subsequent to their school-days of the members of A, the same can be applied to the members of Ba. But little advantage would obtain from a census (were such possible) of Bb, because many of its members will have undertaken responsibilities from which it would be exceedingly difficult to arbitrarily detach them, and all will have tasted an amount of freedom and indulged in hopes

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and aspirations, with which it would be difficult to interfere without infringing seriously upon the "liberty of the subject." The position of the members of this group is strictly comparable with that of a bird which has learnt the sensation of flying in open space as contrasted with the bird reared from the nest and continuously kept in confinement. A certain proportion of this group will ultimately find their way into public control and can be dealt with as then thought most expedient for their own and the public welfare. An adequate and thorough handling of groups A and Ba should ensure that in subsequent generations the members representing Bb will be very materially reduced in number.

The necessity of Medical Inspection of all children attending public elementary Schools.—Witness would strongly press for this general medical "survey"; he believes that it is the key to the successful solution of the problem, and the only sound method of going to the root of the matter.

Before a child is finally admitted to a special school a medical examination is now necessary, but at present the selecting, for presentation to the Medical Officer, of probable cases either for special instruction or for exemption from all instruction is largely in the hands of the teachers. Without in any way under-rating the perspicuity of the latter, he would submit the all-importance of *Medical Inspection of all children of school age.* The graver degrees of weakmindedness—idiocy and pronounced imbecility—and any frequent occurrence of epileptic fits may be said to notify themselves. Failure to take normal advantage of instruction or various delinquencies would doubtless enable the teachers to pick out another considerable section; but there would yet remain a section in whom the grade of mental defect is small, and whose members would either escape notice or be recognised only after considerable delay and the loss of most valuable time. That the mere absence of class attainments are not sufficient to screen off all feeble-minded cases witness can demonstrate from the personal history of cases now under his care—cases which he diagnosed as definitely imbecile and whose mental defect certainly dated from very early childhood: 3 per cent. of them had actually attained the seventh standard, 7 per cent. the fifth and 10 per cent. the fourth; moreover, these percentages are probably considerably below the truth, because in 50 per cent. of the group taken as a basis the history as to the standard reached was not trustworthy, and therefore not inserted.

The importance of this lesser grade of mental defect.—It may be contended that these cases are of less significance on account of the degree of feeble-mindedness being less prominent. The opposite is however the truth. Their importance lies in the fact that the group really contains two sub-classes of cases—(i.) the most harmful and another (ii.) the most hopeful.

Sub-class (i.) are harmful because their mild congenital mental defect for a time does not interfere with their being fairly useful citizens after they leave school. They, for instance, can and do obtain entrance to the services, and witness has several such now under his care who were invalided out of the Army on account of the subsequent development of epilepsy. Others break down later, as has already been shown, under various stresses. A goodly number marry and provide examples of the psychopathic taint, causing insanity or other psychosis in the next generation. It has already been explained that, next to epilepsy, the possession of congenital mental defect is the taint most likely to induce these psychoses.

These cases, owing to their mildness, are the very ones that are liable to escape any but a medical inspection.

Sub-class (ii.) comprises the cases which have been particularised as examples of "spurious mental defect," cases whose backwardness is due (as already explained under acquired causal factors) to malnutrition, either owing to faulty food or to the presence of certain physical ailments, such as throat, nose, ear and eye affections, etc., which are common in young children, but which, if promptly observed and remedied, though they may retard a child's development and necessitate education in a special class, yet do not necessarily mean the permanent stunting of its intellectual development. It is obvious that these, indeed, comprise the most hopeful of all the cases under inquiry.

A summary of the cases which this general Medical "Survey" would bring to light (I.), and a Statement of the cases included in the present inquiry which would escape notification at that time (II.) :—

I. A child is not free from school attendance until the age of fourteen. Such a general medical inspection will therefore gather in all the weak-minded of the cases under the Commissioners' inquiry; in other words, all those who are idiotic, imbecile or feeble-minded, including under the latter term the sub-class of spurious mental defect. Some members of these classes will also be epileptic, of which cases the epilepsy will have arisen, in some subsequently to the mental defect, and in others coincidentally—being then possibly its cause. There will also be notified a certain number of epileptic children, in whom the malady develops prior to the age of fourteen, but in whom there is no intellectual impairment, indeed, on the contrary, they being sometimes particularly bright. A few other epileptics will be gathered in, namely those in whom the malady appeared before the age of sixteen, and while the child was undergoing instruction in a special school for the feeble-minded.

II. The only cases, therefore, that will escape notification will be certain of the epileptics, namely:—(a) those who have been regarded as free from mental defect, who have left school at the age of fourteen and in whom epilepsy subsequently developed, and (b) those possessing minor degrees of feeble-mindedness, who have responded to the special educational methods made on their behalf sufficiently to enable them to be accorded full social privileges. The importance to the general community of such epileptic cases is very serious, more particularly those in whom the epilepsy develops prior to the completion of adolescence (which may be said to have taken place at twenty-five). In the cases of those who have married, State interference can scarcely, at any rate at present, come within the province of profitable discussion, but it does appear to witness that we have sufficient positive evidence of the pernicious and far-reaching results of the marriages of epileptics in whom the disease has become established, to at least discuss some form of enactment which would preclude the marriage of a person known to the public as a confirmed epileptic, until a certificate of probable safety could be obtained from a medical man authorised to give such.

The ages at which epilepsy more commonly develops should of course be considered when making any endeavour to estimate the relative proportion of the cases which will be gathered in by such medical inspection, and those which will escape notification. The statistics of 300 consecutive admissions into the Ewell Epileptic Colony indicate that, if no distinction is made between those with and those without congenital weakmindedness:—

The epilepsy showed itself before 5 years of age in 23 per cent.	54·6 *per cent.*.	*Corresponding percentages from the Chalfont Colony Statistics.*
Do., between infancy and 14, in 53 per cent.	17·4 „	
Do., between 15 and 20, in 15 per cent.	8·1 „	
Do., between 20 and 25, in 9 per cent.	19·7 „	
Do., after 25 years of age, in 23 per cent.		

Appended, on the right-hand side, are similarly calculated figures abstracted from a statistical inquiry by Dr. W. Aldren Turner into the prognosis and curability of epilepsy, based upon an analysis of 366 cases, at the Chalfont Epileptic Colony (cases not certified as insane). There is a very striking similitude between the results of Dr. Aldren Turner's and witness's investigations, which considerably supports the latter's contention that there is no fundamental distinction between the so-called sane and not-insane epileptics.

Thus, to recapitulate, the practice of instituting a general medical inspection would notify the whole of the feeble-minded, of whatever grade, both true and spurious, and 53 per cent. of all epileptics of all ages; this percentage of 53 would be slightly increased by the addition of a few cases developing in the feeble-minded after the age

of fourteen. That these would be very few is made clear by the fact that, restricting investigation to epileptics possessing congenital mental defect, witness finds that in 85 per cent. the malady had shown itself within the age of fourteen.

The destiny of the cases thus notified by medical inspection.

1. *Idiots and Imbeciles* (epileptic and non-epileptic).
2. *Feeble-minded Cases*—
   (*a*). with severe grade of mental defect.
   (*b*.) with lesser grade of mental defect. } with or without epilepsy.
   (i.) with true, though mild mental defect.
   (ii.) with spurious mental defect.
3. *Epileptic children free from mental defect.*

The idiots and imbeciles are precluded by law from participating in the benefits of the Defective and Epileptic Children Act of 1899, and in practice it seems, from the evidence of those who can speak from practical knowledge, that a certain proportion of class 2 (feeble-minded cases) are so very defective mentally, that they have to be dismissed from the special education classes. The present position of this imbecile class is a very unfortunate one; there is no State provision for, indeed there is no State cognizance of, them until they become chargeable to the guardians, or until they become statutorily lunatic, and pass into the custody of the County Councils, in asylums. A series of social dangers and evils to themselves could readily be recited as the result of their exclusion from school and the want of public control over them during their childhood and later adolescent years. There can be no question that public provision for them by the County Councils is urgently needed.

Of the above classes, there remain to be considered 2 (b) and 3. From published reports, it is evident that Educational Authorities, particularly since these have become the County Councils, are availing themselves of the 1899 Act with increasing frequency, and that the children comprised in these two groups are provided for up to the age of sixteen. Witness has no experience which would enable him to offer any suggestions as to the best methods of handling these children during their school-years. He gathers, however, from published reports, that the permission granted by the Act to erect homes in which such children would be boarded, is being utilised less in London than is apparently contemplated in several provinical counties, probably for obvious local reasons. He is, however, of opinion, believing that the majority of these children will ultimately require permanent custodial care, that the greater the proportion of them who have spent at least the latter years of their school-days in residential schools or homes, the more readily and successfully will that goal be attained.

Of the children included under 2 (b) (ii.), the spurious mental cases, there is reasonable hope that the majority, provided that their recognition has been sufficiently early, will be able, at sixteen or earlier, to leave the Special Schools and commence to earn their own living as members of the general community. But in respect again of them, it is obvious, though for a different reason, that their being cared for in residential schools must greatly facilitate so happy a result, because they will there receive the nourishing food previously denied to many of them, and be freed from unhealthy surroundings. The principle involved implies increased present expenditure, but a much more certain interest.

A small proportion of the children included under 2 (b) (i.) who are not epileptic may also be expected to ultimately develop into passable citizens, but the wisdom of allowing them complete social privileges to the extent of becoming parents, as a medical man, witness is bound to seriously question.

Of the remainder of the cases, that is probably the majority of those classified under 2 (b) (i.), and all the epileptics, pessimistic as it may sound, truth compels one to make the unpleasant statement that but a very small number indeed can be expected unaided to earn their own livelihood. Some of the epileptics may do so, and perhaps with considerable success, but only intermittently, and as life's cares increase their malady will be aggravated, and the periods of interruption will become more frequent. This is witness's constant experience. Moreover, looking at the question dispassionately, and once again calling to mind the array of facts that can be adduced in relation to the inherent (or congenital) causes of epilepsy, imbecility, insanity, etc., can anyone who has studied these problems seriously question either the wisdom or justice of compulsorily, and in most instances permanently, segregating these unfortunate cases from the general community? In some the segregation need not, perhaps, be so complete—for instance, a few such cases now under witness's care (and already alluded to) seem to have made for some years efficient soldiers—but whether such partial citizenship, with all its false hopes, would be true kindness to these cases is very doubtful.

Admitting then the necessity for segregation, and favouring, as the best form for such, the establishment of Industrial colonies, because they most completely fulfil an ideal mode of life, the question arises whether committal to them is to be compulsory, voluntary, or partly voluntary. There can be little doubt that the problem will not be efficiently solved, nor yield results free from disappointment, short of the segregation being compulsory. It is obvious, however, that parents cannot be expected to look upon the question in the same dispassionate manner, and it is possible, too, that the lay public may not view the situation in so necessitous a light as do medical men and others in close touch with it. If, however, the moment be not opportune, or if for other reasons compulsory segregation is not practicable at the present juncture, witness would like to urge, as an instrument of immense value, and directly conducive to bringing these ends about at a measurable distance of time, the careful keeping of—

A register of all the cases notified in the course of the General Medical Inspection of School Children, in which abnormalities, mental or otherwise, were noted, whether or not these necessitated the children being educated in Special Schools. [Some such scheme appears to be in actual operation in the schools in Philadelphia.] It is probable, too, that in a considerable number of instances valuable data could, at the same time, be recorded, concerning their family history—data which would otherwise have passed into oblivion and become unattainable, when they might be required later in connection with the admission of some of these cases into asylums, inebriate homes, etc. Such a register carefully kept would be in the course of a few years, an invaluable source of reference in connection with:—

The Receiving Houses, for the establishment of which the Asylums Committee of the London County Council are endeavouring to promote legislation, which, it may be mentioned, has already received the sanction of the House of Lords. Now that the County Council is the authority both for education and the housing of the insane, free use could be made of such a register (an example of the desirability of unity of control and continuity of policy) and a very complete chain of events in the life-history of these defectives would be forged, possessing a weak link, however, in the fact that, under existing arrangements, the after-history of a certain proportion would not be so accessible, owing to their having been dratfed to the care of another authority the Metropolitan Asylums Board.

The Register ultimately a possible and most convincing weapon.—The records of the proposed London Receiving Houses may with confidence be expected to show, not perhaps that a large percentage of their admissions had previously figured in this Register, but that a large percentage of the cases scheduled in the Register, who escaped committal to the Industrial Colony owing to such committal being only permissive, ultimately found their way into the Receiving Houses; the names of many others would appear in the Police records, and so forth.

The taking of the finger-prints of scheduled children has been suggested. The efficacy and utility of this cannot be gainsaid, but witness would like the principle extended, and that the taking of the finger prints should form only a part of a general *scheme of anthropometry* conducted during school-years, and which, in the case of those who unfortunately had to seek entrance to the Receiving House, would be there repeated. [There is almost certainly a considerable light on these matters to be gathered from a study of finger-prints, and witness would like to see a comparative examination of them through successive generations.]

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Thus, even if the Commission fail to immediately bring about any drastic legislative amendments, their recommendation and enforcing of a systematic medical inspection, and the keeping of a Register of it on the lines indicated, will, there is good reason to believe, place in the hands, at any rate of London, the means of teaching the general community, not only of London, but of the country generally, to regard with favour, and even with eagerness, legislative changes which perhaps they at present would resent as infringing the "liberty of the subject," and the necessity for which they might deny as having not yet been proven.

The Industrial Colony.

1. Type.
2. The Classes which it may be expected to Accommodate.
3. Position, Altitude, Aspect and Soil.
4. Acreage.
5. The number of Colonists to be Accommodated.
6. The Varieties of Occupation.

Type.—This may be (*a*) on more or less Institution lines, that is, self-contained within a prescribed area; (*b*) on the Village principle, its colonists, for the most part, housed in cottages within the Colony whose occupants do not necessarily form part of the Colony Staff or (*c*) a combination of these two principles.

The Classes (of the Cases under Inquiry) which it may be expected to Accommodate.—Briefly, Witness would prefer to state that none of the classes need to be excluded. He is not in sympathy with, and deprecates, either the suggestion or principle that the various grades of mental defect require special colonies each for their own needs, and does not believe that it promotes in the end true economy. No doubt the Colony, whose inhabitants are examples of the milder grades, requiring the minimum amount of supervision and are of an age when they can do the maximum amount of labour, would be by far the most cheaply maintained. Correspondingly a colony of idiots or unemployable epileptics would have a maximum maintenance rate. The truest economy and soundest policy, witness thinks, is the utilisation of the better classes, in various directions, not only for their own needs but for those of the severer grades. This need not involve either the waiting of the former upon the latter class, nor indeed their contact on any occasion. To this end, the secret of success is the constant maintenance of a thorough classification within the Colony, pointing of course to the necessity of the Colony being of ample size to render possible the establishment, as it were, of sub-colonies within the colony, these again being sub-divided into various units. Such a Colony, too, should provide for colonists of all ages beyond the fixed minimum age of entry. One grade merges insensibly into another, and one age-period into another. Moreover as regards grade, a case may be in one grade to-day and to-morrow in another. The frequent inter-transfer of cases from colony to colony is vexatious, expensive, and altogether to be deprecated.

Nor for the Special necessities of Epileptics (that is as distinguished from cases of Feeble-mindedness without Epilepsy) would Witness advocate separate Colonies. Doubtless for educational purposes the separate treatment and the establishment of separate schools for epileptics is sound policy; but after school-days are over and the question of committal to a Colony has been decided upon, the necessity for a separate colony for epileptics is altogether wanting. Furthermore as regards the Feeble-minded, in our present lamentably scanty knowledge as to what Epilepsy really is, it is impossible to assert that there is any fundamental distinction between the Feeble-minded with, and the Feeble-minded without, Epilepsy. Where feeble-mindedness (or Imbecility) has been associated with Epilepsy, some have regarded the latter as *productive* of the mental defect, and would say, therefore, that an epileptic imbecile is an essentially different class of case from an imbecile free from Epilepsy, and presumably, therefore, in dealing with the question of "care and control," should be classified apart. Witness does not consider that is a sound view, considered either medically or from the administrative standpoint. Medically, until there is more precise knowledge as to what Epilepsy is, he would prefer to regard all those who are congenitally weakminded as predisposed to Epilepsy and the development of the latter disease as expressive of a further mental reduction. That there is solid ground for such a view is borne out from the fact that of the 913 congenital cases, returned as in the London County Asylums, 31st December, 1903, as many as 35 per cent. suffered from Epilepsy and similarly 31 per cent, were epileptic of the 3,651 cases of congenital mental deficiency notified as in the Metropolitan Asylum Boards Asylums on the same date. Administratively, take for example the case of an imbecile from birth, who, at the age of nine, commences to have fits, but the latter, after a few weeks cease, and remain in abeyance seven years. They then re-commence, and more or less persist (more or less, because curiously they are absent all the summer months, occurring only between September and April.) At the age of twenty-one he shows a tendency to confusional attacks in association with fits, and sufficiently prolonged to cause him to be certified as insane. This is not a hypothetical case, but the brief outline of G. C. recently admitted into the Ewell Colony as insane. To demand the establishment of two Colonies for such a case—one wherein to accommodate him as an imbecile at the age of sixteen (it would be a matter of speculation whether, after the bout of fits at the age of nine, he would have been up to sixteen in a special school for defectives or for epileptics), and another for him as an epileptic imbecile from sixteen onwards, remembering, too, that during the summer months he is free from fits—would surely be an entirely superfluous refinement of classification.

One colony, well thought out, and planned on broad, comprehensive lines, with ample provision internally for sub-colonies and for further sub-division of these to admit of the freest classification would seem to be the wiser policy.

3. *Position, Altitude, Aspect and Soil* have all an extremely important bearing upon the degree of ultimate success attained. From a pecuniary point of view soil is of vital importance. Reliance for profit must not be placed too greatly on mere farming operations, but in the agricultural world there is nothing more profitable than market gardening conducted on really business lines, and for its success soil is all important.

4. *Its Acreage* should be generous, implying in most cases, in order to obtain it on reasonable terms, a considerable distance from any growing centre; but proximity to a railway line should be regarded as an essential. Where two or more counties combine it ought to be possible to surmount the difficulty to the friends of colonists who wish to visit, by special arrangements with the Railway Companies, who, if visiting days were on stated days in the year and not too numerous, would probably convey visitors at very cheap fares; considerable heart-burning, as to decision of locality favouring one county or area more than another could probably be avoided by arranging for a uniform railway return fare to the colony from any station in the area to which the colony belongs.

A liberal acreage at the outset may mean the difference between ultimate great success or complete failure. No matter how small accommodation the original buildings provide, their relative position and distance should have in view *ab initio* the final possible magnitude to which the colony may reasonably be expected to attain presupposing that in its complete stage it shall have included the total number of cases of all grades and at all ages, of the classes for which it is decided to thus provide. There are glaring examples, when Institutions have been erected in this and other countries, of lack of forethought in this respect; and there are similarly in countries where the colony principle has taken hold, examples of wide forethought and adoption of a comprehensive scale in planning which compel one's admiration.

5. *The Number of Colonists to be Accommodated* cannot, as regards the maximum, be well fixed; it must be largely a matter of experiment. Partial (complete can never be hoped for) self-support is of course one of the objects aimed at, and its measure of success must to some extent depend on the number af the colony's population. Witness would fix the minimum at six or eight hundred, but would not hesitate to plan for ultimately two thousand and even more. The character of the cases to be accommodated do not need that individual knowledge by the Director, as is so very desirable in the case of the acuter mental maladies, and the expansion of an institution designed on colony principles is not beset with the same dangers as is one of the "closed" type

6. *The Varieties of Occupation* will be with advantage as numerous as possible. The majority of the cases, particulary the epileptics, will benefit most by outdoor varieties. Economical administration aims at the manufacture of as many articles required for use as possible, and the production and growing of others; always, however, provided that such does not imply skilled and highly paid staff in association with and supervising comparatively small numbers of colonists; when such is the case, that variety of occupation will probably not be remunerative to the colony. An endeavour should be made to produce a surplus of certain articles over and above the colony's needs, by the sale of which an attempt may be made to balance the cost of other articles which of necessity must be purchased.

Proximity of Residential Special Schools to the Colony.

On economical grounds this is a point well worth considering, and the already quoted example in contemplation at the New York Craig colony is an illustration of its practicability. Medical supervision, dairy garden and other produce, laundry requirements, and numerous other needs, would be available. If the colony's acreage were adequately extensive, there would not be the slightest risk of the children of one school coming in contact with those of another, and therefore none of the dangers found when large numbers of children are herded in one institution.

Finally

Too much must not be expected from this or any other scheme. It is not the panacea for all Lunacy, or for all Epilepsy and other nervous disorders. But it does make an attempt to go to the root of certain social evils at present very rife, and may, Witness feels assured, be relied on to stamp out at least a material proportion of these disorders, and moreover carries with it a prospect of more truly happy and contented lives for such sufferers as must always exist

It must further be remembered that its good effects need a period of years before they are visible. It is seed sown, the fruit of which probably not even the next generation will gather, nor even the third, fully. That being so, the repayment of the money spent upon the initial cost may perhaps be legitimately and wisely repayable at the end of a longer term than is customary.

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Addendum.

Since preparing the printed statement of evidence witness has analysed a further set of ninety-four epileptic admissions, of whom seventy-six were males.

Restricting the analysis to the males—the number of the females being small—27 per cent. were acknowledged to have a family history of insanity, of epilepsy, or of both. By such a family history is meant that one or more of their relatives (often several) were at the time or had been insane or epileptic.

Under the term relatives are included (A) grandparents and parents and (B) uncles, aunts, brothers, sisters, cousins, nephews, nieces, and lastly the patient's offspring. Now it is obvious that, while the number of relatives in group A is for each case fixed (namely six) and those in group B vary very considerably, the greater the number of relatives in group B that a case possesses, the greater are his chances for exhibiting a defective family history. Therefore in order to correctly compare the amount of such defective family history in two or more sets of cases, it becomes almost necessary to limit inquiries and observations to the relatives whose number does not vary, that is to the parents and grandparents.

Before, however, equality of data for purposes of comparison can be secured yet another fallacy has to be corrected, namely one which depends on the knowledge or ignorance as to whether a given relative is alive or dead.

The following sub-joined table dealing with the above mentioned seventy-six cases has been prepared by witness with that object:—

TABLE:—SHOWING THE EXTENT TO WHICH INSANITY OR EPILEPSY OR BOTH WAS ASCERTAINED IN THE PARENTS OR GRANDPARENTS OF THE 76 MALE ADMISSIONS INTO THE EWELL COLONY DURING THE YEAR 1904, DISTINGUISHING THE INSTANCES IN WHICH THE INFORMATION, POSITIVE OR NEGATIVE, WAS CERTAIN AND COMPLETE FROM THOSE IN WHICH INFORMATION WAS LACKING.

	Still Alive.				Dead.				Not known, or no information whether alive or dead.			Totals.		
	Insane or Epileptic or both.	Neither Insane nor Epileptic.	No information.	Totals still alive.	Insane or Epileptic or both.	Neither Insane nor Epileptic.	No information.	Total dead.	Insane or Epileptic or both.	No information.	Totals of not known whether alive or dead.	Insane or Epileptic or both.	Neither Insane nor Epileptic.	No information.
Paternal Grandfather -	1	4	0	5	2	25	1	28	0	43	43	3	30	43
„ Grandmother -	0	1	0	1	2	24	0	26	0	49	49	2	27	47
Maternal Grandfather -	0	2	0	2	0	30	1	31	0	43	43	0	34	42
„ Grandmother -	1	5	0	6	1	25	1	27	1	42	43	3	32	41
Father - - - -	0	17	0	17	1	30	0	31	1	27	28	2	47	27
Mother - - - -	1	36	0	37	0	9	0	9	0	30	30	1	46	29
Totals - - -	3	65	0	68	6	143	3	152	2	234	236	11	216	229

The figures strongly emphasize the probability that the estimate said to represent the incidence of defective family histories falls very far short of the truth. Thus the Table shows that in the 456 parents and grandparents possessed by the seventy-six cases under consideration, while there were eleven who were known to be insane, epileptic or both and 216 who were definitely said not to be so, there were no less than 229 concerning whom information was entirely wanting. It moreover shows that there were only 152, out of the 456 relatives, whose histories were complete; the remainder were either still alive or the fact of their being alive or dead was not known or not stated.

8127. (*Mr. Byrne.*) You have evidently given a good deal of consideration to the nature of the institution that would more satisfactorily deal with the people referred to in your memorandum. Can you give us any suggestion as to the cost of such an institution, as regards establishment and maintenance?—I hardly know that I should like to hazard anything in regard to the cost. I have often seen it stated that asylums are a very expensive way of treating the class for which they are provided, and so forth. So far as it is competent for me, as a medical man, to say anything about the cost of institutions I may say I often think that statement is much exaggerated. Looking at the style of buildings that are being now erected in the country, I think the cost is cut down to a minimum, and that only such buildings as will adequately survive a reasonable number of years, considering they are erected at the ratepayers' cost, are erected. I have often thought that and I do not see where you are going to "cut down" more. Therefore I think the cost of the brick-work (devoid of ornamental superfluities) of an institution will work out very much the same, whatever purpose the institution you put up is for, with this exception: that by adopting institutions on the colony or villa principle, you do cut out certain portions (corridors, &c.) that have to be paid for in the ordinary recognised asylum plan. I do not think you will reduce the cost much more.

8128. If the establishments had to be made, you would expect them, on the whole, certainly not to exceed the asylum cost?—Certainly not.

8129. In the case of working colonies, would they fall considerably below it?—I should hope so, considering that certain portions, such as I have instanced, would be cut out. Putting it in other words, I think the buildings that would be erected for a colony would cost no less than the corresponding buildings in an asylum. I do not see how they can cost less; there is so much care now exercised in the cost of asylums.

8130. Would you give us your opinion of persons among the classes you chiefly refer to in your memorandum, namely, epileptics both sane and insane, and feeble-minded persons (that is, the best grade of imbecile), as to how many of them could be expected to work, and how far they could go towards making their own living under supervision?—My experience of the so-called sane epileptic is that he is an excellent worker.

8131. How long have you had them working now?—Mine are statutory insane epileptics, but I have seen a considerable number of sane epileptics, as expressed in my statement. Personally I do not see very much difference between the two classes; it is one of personal equation and degree, very much depending on the observer.

8132. How do the people under you work now?—As a whole, excellently.

8133. Can you give any idea as to the financial result of their work?—It is altogether too early. I should not like to hazard any figure at all.

8134. Without going into figures?—I might express some hope that my maintenance rate will, within a reasonable period, come within that which is charged for the rest of the patients in the County of London Asylums. That may not sound, perhaps, a great success, but viewed in another way it is a great success, because as they are statutorily insane, they do require an expensive mode of supervision. To illustrate my meaning, they are all under night-supervision; that means that for the 326 people under my care, a comparatively very expensive night staff is required; they are housed in small villas, but in a large asylum the night staff is spread over at the rate of about 35 per cent. so that if the cost is reduced ultimately to below that in the other asylums a very big success is secured financially, altogether apart from the question of the happiness of the people.

8135. You would not have those expenses if you were dealing with sane epileptics who were willing to stay there?—I take it in a large colony on the principle you are referring to, continuous night supervision of that kind would not be demanded; the public would have to recognise that at times you will get deaths of which you have not the full and adequate explanation that at present the public demand; they would have to expect them. If they will not agree to that, then the only thing is to put them under expensive, continual supervision.

8136. To come to practical figures, do you think that with sane epileptics working on a well-designed colony, with the minimum of supervision necessary for ordinary purposes, and perhaps for humanity and good order, they would be able, very substantially, to reduce the cost of their maintenance?—I do.

8137. Do you think it would be possible for them ever to practically maintain themselves?—No.

8138. I do not mean to maintain their whole staff of necessary attendants and officers from the lowest to the highest, but to maintain themselves and bring their total cost down to a very few shillings a week. What are your highest hopes?—I think those must be the highest. Anything approaching a so-called self-supporting colony I do not think is to be obtained. They are at a disadvantage to start with, and there is the staff to be paid for. I certainly think, taking the best of them, they might earn their own individual cost; that is, not calculating the cost of the officers and staff.

8139. Do you think it could be said, even of the best of them, if they were outside, and left to the rough and tumble of the world, that they would probably not be earning their living?—I am quite sure so.

8140. And might be a very serious burden to others?—I see it constantly.

8141. Do you think you would be able, within measurable distance, to give any interesting details as to the value of the work of your people?—I do.

8142. Perhaps before this Commission reports. The Report of the London County Council Asylums Committee is not out yet, is it?—No; but my Annual Report, which will be embodied in it, contains some figures that have a bearing on that, still I can give no practical information as to the ultimate cost of the colony yet; it is too early. But as regards individual results of labour and the value of it, there are some figures in my Annual Report this year, which is not yet published.

8143. You say in your memorandum you see no objection whatever to the mixing of different classes in a well-designed institution?—Granted a continuous maintenance of internal classification; I strongly object to the mixing, personally, of people of different classes.

8144. With an institution on a large enough scale to secure economy, with various classes of defectives there, who might each bear their share of the common burden by doing such work as they could, what would be your highest hopes as regards economy? Would you hope to reduce the cost of maintenance to anything like 10s. a week?—Yes.

8145. Less than that?—Yes.

8146. That would be a very substantial reduction on the asylum method?—As compared with a neighbourhood such as London, but it would not be a great reduction compared with certain other districts.

8147. There are asylums where the rate is less?—Yes, I think the corresponding rate might be, again, less.

8148. It might come down to 5s. or 6s.?—I do not think that would be too sanguine.

8149. (*Dr. Donkin.*) I see you express, on page 465, a strong view in regard to the hereditary element in the production of feeble-mindedness, in accordance with the evidence which Dr. Mott has given?—Yes.

8150. That is to say, the direct descent, from the feeble-minded, of feeble-minded progeny?—Yes, that is so.

8151. Would you say from your experience that there are a large number of that class of persons who are not at

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present cared for in any way; at least, not detained?—I am sure of it.

8152. Would you think that there is a larger proportion of these congenital feeble-minded, of the higher grade of feeble-mindedness, the least obvious than of people who have been insane and been discharged from asylums?—It is an extremely difficult question to answer I would rather not hazard an opinion as to probabilities. I do not see how we can get at the figures. There are a great number of heads of families whom the general public do not recognise as having anything amiss with them, but whom I cannot help recognising when they come to visit the colonists as "defective," and as being the probable source of the malady in the persons under my care.

8153. Supposing any further means are ultimately taken to prevent the harm done by the feeble-minded in various directions, would you say it would be a strong argument in favour of such detention that they would probably produce their like?—Yes.

8154. You think that would be a sound argument?—If I understand your argument I do.

8155. That there is a great probability of feeble-minded persons producing feeble-minded progeny?—Not necessarily feeble-minded epileptics; at any rate people that are defective in some way or another.

8156. That, in your opinion, would be one argument for the compulsory detention of the obviously feeble-minded?—Yes, granting that it is done sufficiently early; I can conceive intense unhappiness and hardship if you introduce any such arbitrary measures which would be applicable late in life to people like that.

8157. I am referring more especially to care from school age?—Yes, that is my meaning too.

8158. When careful and expert observation has decided that the child is of such a kind of feeble-mindedness as would probably unfit it to fight the battle of life alone, this probability of producing, at least in some form, defective progeny would be one reason, and one justification, for advising detention?—I think that our knowledge is sufficient to state that now.

8159. (*Mr Dickinson.*) I wish to get clearly what the result of that additional information is with regard to the question of heredity. I understand from you that you are pointing out that under the report of the Lunacy Commissioners the percentage which showed heredity is 215 and that you came to the conclusion that it was a very low figure?—I prefer really, if I may, to refer to my own figures. That figure which I mentioned in my statement under "inherent or congenital factors" refers to the whole of England and Wales. My point in this addition is this, that if you take any set of cases and ascertain, so far as one is able, the amount of heredity among them, that heredity is made up by including all relations, parents, grandparents, uncles, aunts, brothers, sisters, cousins, nephews and nieces, and even the children of the patient you are watching. Certain relatives obviously vary in number for each patient, I mean, aunts, uncles, brothers and so forth, but every patient must have had his four grandparents and his two parents, and by limiting your observation to those particular relatives you can get a uniform basis of comparison between any two sets of cases, as for instance, the sane and the insane, in inquiring into their heredity. You are also able to say again relatively and expressing it in percentages, how many of these relatives are alive at the time of your estimate, and how many dead. You cannot do so with regard to uncles, &c. For one thing the information is difficult to get; secondly they are not comparable, as one person may have no uncles and aunts, and another may have a dozen. That is why I think you get more accurately comparable data by limiting it to those six ancestors. My figures brought out, I think strikingly, that out of the whole 456 ancestors of the seventy-six cases, only eleven were known to be insane, epileptic, or both. Those eleven helped to make up the total percentage of 27.

8160. Seventy-six—what kind of cases?—Epileptic insane male cases. Of these there were a total of 27 per cent. acknowledged to have a family history of insanity, epilepsy, or both. In making up that 27 per cent., of course, these eleven ancestors are included. Limiting the relatives to parents and grandparents, an analysis of the figures shows that of the total 456 relatives belonging to these seventy-six patients there were only 216 whom I could definitely say were not or had not been insane or epileptic, but there were no less than 229 concerning whom my information was wanting, and therefore who may or may not have been insane—some of them almost certainly would have been. Referring to those that I could speak definitely of, the 216, there were only 152 out of those 216 whose life history was complete—by that I mean they were dead. The others were alive and may in the future become insane, and show the neuropathic origin of some cases. That is the object of my figures.

8161. That comes out at a larger percentage than the 27 per cent. I do not understand the 27 per cent. Of those persons you took, 27 per cent. showed insanity in the family history; but if of the total number of relatives, 456, more than half those had some taint, that is a larger percentage than twenty-seven?—Quite, but I do not say so; I only found eleven instances out of all those.

8162. Eleven out of the seventy-six?—No, eleven instances out of the 456 parents and grandparents. Eleven instances out of those were insane, epileptic, or both.

8163. I am afraid I do not follow it. You said you took seventy-six patients?—Yes.

8164. They were all of them lunatics or epileptics?—Yes.

8165. They possessed 456 ancestors?—Yes.

8166. Out of the 456 you only found eleven ancestors who were affected?—That is correct.

8167. That is a still smaller percentage than the one given by the Lunacy Commissioners?—Very small, limiting it to the parents and grandparents. By eliminating aunts, uncles, brothers and sisters, you lose a great many instances of heredity which make up the total percentage.

8168. I thought you began by saying that the Lunacy Commissioners, figure was very much below the proper figure?—I believe so. I do not mean that any cases have been omitted out of their calculation, but I meant that if we could get at the truth in presenting our histories that figure would have to be raised. Their percentage is mathematically correct, but their information is incomplete.

8169. But your figure seems to show the figure should be lowered. If you take specific instances and you find that out of 456 ancestors, only eleven of them show hereditary taint that proves that that the percentage of persons who show hereditary taint would be very much below twenty-seven?—Very much below, if you limit it to parents and grandparents.

8170. I thought you began by saying you put those figures in to show the percentage ought to be higher?—If we could get at the truth. I have not made myself understood as I wished. I think, however, it is clear from the figures in the Addendum to my Statement.

8171. Is it your view that of 100 persons who are insane or epileptic more than 21 per cent. have relations who are similarly affected?—Yes, it is my view.

8172. You do not give us anything to substantiate that at the present moment. I do not understand that these figures substantiate that?—I think I give a very strong probability on those figures.

8173. I do not follow that?—It shows quite clearly that of those 456 parents and grandparents there were no less than 229 concerning whom information was wanting, and if I had information some of them certainly would have been found to have been insane, but I had no information at all about them. The people from whom I could ask my questions were unable to tell me anything about them at all. They did not know whether they were alive or dead, and therefore could not say whether they were insane or not.

8174. But of these 456 you only found eleven who had got the taint?—They were the only ones acknowledged. If I could have dealt with the 456 I am convinced that that eleven would rise tremendously. Of the 456 I could only deal with 216.

8175. Just to follow on what Mr. Byrne was asking you about this epileptic colony at Ewell which has only recently been established, could you give us what your views about that are. This is the first time such a thing has been attempted is it not?—In this country.

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8176. The epileptics that you have there are epileptics who were taken, all of them, from the lunatic asylums ?—No.

8177. What are they ?—We commenced to open the institution in that way by transferring such cases as were thought suitable from the sister London County Asylums; but having made a start that way I now take cases directly from the parishes of the County of London through their unions.

8178. Those cases all being certified lunatics ?—Yes, I cannot receive any case into the colony that is not certified under the Lunacy Act.

8179. It comes to the same thing, really, only you take them straight, without making them pass through he asylums ?—Yes, and in addition I take a few private cases.

8180. Are they paid for ?—Their relatives pay for them.

8181. What do they pay ?—Depending upon their settlement, 18s. 1d. a week, or one guinea a week. One guinea a week if they are outside the county of London.

8182. All those persons, I suppose, are not, if I may use a colloquial expression, very mad ?—A number are not.

8183. A great number, I suppose, are not ?—I am afraid not a very great number—a considerable number.

8184. Therefore you get a considerable number of persons who at times can do work, and do work intelligently ?—Yes, the great proportion of them.

8185. Have you got persons who are almost sane at times ?—I have a number of people there who, at any given moment, might not show any symptoms of insanity.

8186. Are those persons you find you can trust to do work by themselves ?—I do trust them largely.

8187. What kind of work do you give them to do ?—Mostly farm work, and especially general market gardening; but we have quite a number of trades going on as well.

8188. What kind of trades ?—They do all the shoemaking and repairs for the colony, they weave their own cloth, all that is required for wearing apparel and so forth, and I think within a few months they will probably be weaving all such things as flannels. The baskets that they require for selling the farm produce in are all made there, and all the mats that are required in the institution. I do not sell any, but all that we require in the institution are made there.

8189. They do a great deal more work then, than they used to do in the asylums ?—Yes, I think I can state that, although of course I do not think I have enumerated to you anything that one or other of the county asylums in the three Kingdoms does not do.

8190. What do you do with the women ?—The women we have not so many opportunities of employing; there are not so many varieties of occupation to give them; but they do employ themselves in the general kitchen of the institution, and they do nearly the whole of the laundry work required, entailing the emp'oyment of only a very small staff indeed in the laundry. They do all the needlework required in the place, making garments and so forth, and the repairs, and I am just making a start, for health's sake, with a daily party on the land. That is the utmost I can say about the women

8191. These, you say, are all of them insane epileptics ?—Yes.

8192. Would this kind of institution, or would the same institution, be available for what we may call feeble-minded epileptics ?—Yes.

8193. That is to say still less insane, if we can use the expression ?—Yes.

8194. Would mixing them be disadvantageous—mixing the various grades of feeble-mindedness ?—I do not think so, provided one has full opportunity for internal classification. I think it inflicts a very great hardship upon people to be mixed in various grades as regards their daily life and even their work. I would separate them. But I have no doubt as to the ability to do so, given a wise mode of construction, with the provision of small communities, villas, cottages, or whatever you like to call them.

8195. In your view there are very few epileptics who could not be properly certified as insane ?—Do you mean in the country at large ?

8195. Yes ?—I should not like to say that at all.

8197. You said that all epileptics, in your opinion, have some degree of mental defect ?—No, I do not think I said that. I unhesitatingly think they all tend to that, and they are certainly potential lunatics more than anybody else. I think the epileptic can be looked upon as a potential lunatic even if he has never been certified.

8198. Do you think there are a considerable number of epileptics in the country whom, at the present moment, an ordinary medical man would not certify to go into an asylum ?—I am quite sure of it. I receive letters, I was going to say daily, at any rate weekly, asking me to receive them.

8199. These are cases which you think ought to be received ?—There ought to be some such institution for them, yes. As the law stands I have no power to receive them at all.

8200. Would this institution that you have been working now for two years, be an institution that might be made use of for the purpose of the great majority of epileptics ?—Yes.

8201. With proper classification ?—Yes.

8202. At page 470, you give some figures about the age at which epilepsy makes an appearance. I understand from you that 54 per cent. of those cases of epilepsy appear before a child attains fourteen years of age ?—That is what I gather from my own cases and the published returns of Dr. Aldren Turner

8203. You cannot say ?—No, those are published returns from Dr. Aldren Turner.

8204. That would mean that by having a proper investigation of the child population of this kingdom you could get hold of more than half the epileptics before they leave school ?—I state on the same page 53 per cent. of the epileptics of all ages.

8205. That would accord with your opinion that more than half of the epileptics could be got hold of before they leave school ?—Yes, I feel sure of it. Dr. Aldren Turner's investigations are evidently almost identical with my own, in their results.

8206. (*Mr. Loch.*) You would say that the sane epileptic or the best class, the least defective of the epileptics, would go to the same colony as the colony you have been describing ?—Does that mean that you are asking me if I propose to mix the definitely insane with the sane epileptic ?

8207. Yes; would you have a separate house in the same colony ?—Speaking from the administrative point of view, I should have no difficulty whatever, but I believe this, that if it were known that it was an institution for the insane, a large number of people who would be quite willing to send their so-called non-insane relatives there, would not be so willing. Still, on the contrary, I have letters from people who would only be too glad to send non-insane epileptic relatives to me, knowing that the institution is one for the insane.

8208. Taking the need of London as it stands, would you say that Chalfont St. Giles met it as an epileptic colony for the better type ?—It meets it very well as regards the numbers it can take, but to say it meets it as regards the numbers there are to deal with, emphatically no.

8209. Have you any estimate as regards the number there are to deal with ?—No, I do not think there are any means of getting at it accurately.

8210. With regard to your method of controlling the whole movement, that is to say the register, the receiving house, and the finger prints ?—The finger prints are a very minor incident.

8211. Those two together, the register and the receiving house, are essential to your control over the movement ?—Yes.

8212. If that be so, would you recommend a similar method for all big towns and boroughs ?—I would.

8213. Would you add to that a common anthropometrical system ?—I would.

8214. Would you add to that any sytem of life tables with a view to measuring the population ?—Yes, certainly.

8215. You would be inclined to consider that those were instruments necessary to progress in this matter ?—Yes.

8216. The general argument here is that, granted this method of treatment which you describe, there would be

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something like a stay in the production of the feeble-minded in the subsequent generation?—I think there would be bound to be.

8217. Are there not causes working collaterally with ourselves which would be going on producing the feeble-minded?—Yes.

8218. How would you prevent that? Is there any suggestion which you can make, either from the point of view of education or in any other way, that would be, as it were, a preventative of the creation of the class?—No, I do not see how that could be obtained as a permanent preventative; I think they must always exist, their numbers, however, being very much reduced.

8219. The numbers would be very much reduced by the fact that you include in the colony the generation that you, as it were, turn aside from life and that would be unproductive of the human species?—Yes.

8220. But apart from that, is it possible by the teaching in the school or in any other way, to make mothers and fathers more careful to prevent the production?—There are movements in that direction arising, and in addition, as I have stated, I have confidence that the register, when translated into lay language, would be of tremendous educational value.

8221. In that register you propose to include all the criminal type and the pauper type and all the vagrant type?—I would include every one who comes under the school authority, and therefore under their medical inspector.

8222. Would you desire to bring in those who have passed the school authority, though comparatively young?—They would be in.

8223. I meant those who have not passed through our schools now but are defectives?—No, I do not think it would be practical. I would like to, theoretically.

8224. You would not like to combine your register with the present register in which the names are entered after inquiry and consideration on similar lines, though they were adult?—I see no objection to that.

8225. In that case, you would get the whole generation in?—Yes.

8226. There was some question asked as to the evidence from collateral, as well as from direct, sources in these cases. I suppose you consider the evidence as to disease in collaterals is of very great importance?—Might I ask what is meant by "collateral" there?

8227. Traces which you might find of insanity it may be, in uncles or aunts?—I think that is quite as important.

8228. I meant to bring that out; I thought it had not been noted?—I do not attach any great importance to such relatives as cousins, nephews, nieces and children, because they admit the possibility of a strain altogether diverse from your patients, a strain diverse by marriage, therefore for accuracy I would rather eliminate them, and take parents, grand-parents, uncles, aunts, brothers and sisters.

8229. You would bring those in?—Yes, certainly.

8230. When you use the word "congenital," you mean, I suppose, anything pre-natal?—Yes, it would include that; in addition, I think by custom, and probably accuracy too, it does include the very early years of life—infantile.

8231. I only ask you because the word is open to great criticism?—Yes.

8232. (*Dr. Dunlop.*) How long have you had charge of this epileptic colony?—It was opened in July, 1903. I had to some extent charge of it for about seven or eight months, or rather more than that, prior to that, but it has actually not been opened more than two years.

8233. You have some idea of the cost per head per week?—No, it is impossible to forecast, because there are a great many extraneous expenses which will not be present as a permanency.

8234. You can surely give us some indication?—I would rather not.

8235. But we rather want to press for it?—I have none to give. I should not like to give any figure as a mere guess, which it would be. I have no basis to go on.

8236. You state the chances are it will come down to the same as that of an ordinary asylum?—I hope below.

8237. You mean you hope it will come down to 12s. or 15s. a week?—Below that.

8238. At present it is greatly in excess of that?—I do not say greatly in excess; but it would be guess work. The actual rate for the county asylums of London is 11s. 4½d.

8239. Can you tell me the total expenses last year?—No, I cannot; they are not complete yet.

8240. You are of opinion that all grades of epilepsy and insanity should come under one authority?—Yes.

8241. What authority do you think should have the charge of all these? Does that mean the central authority for England and Wales, or locally?—I meant by that the County Councils.

8242. Would you abolish the Metropolitan Asylums Board of London, for instance?—No, I should not like to say I would abolish the Metropolitan Asylums Board in London. I think it is a little anomalous that the insane they have charge of are under their authority. Personally speaking, I would say that one control, the County Council, was preferable, but I would not in any way abolish the Metropolitan Asylums Board. Their institutions for the insane form only a branch of their big undertakings.

8243. You look upon it as a branch of the County Council? As regards central administration, the central authority, would you say these colonies should be under the Lunacy Commissioners, or should they be under the Home Office, or under the Local Government Board, or what?—I think, speaking theoretically, looking to the best results and efficiency, I should say the Lunacy Commissioners, but I fully realise the difficulties in regard to (as I heard Dr. Needham asking the last witness) stigmatising these modern colonies and institutions as under the lunacy control.

8244. Is it a greater stigma to brand a person as a lunatic than as an epileptic?—I believe it is, at the moment.

8245. Though the epilepsy is practically an incurable disease and some lunacy is quite curable and often temporary?—Yes.

8246. For all that the stigma is there?—I think the sentiment is the other way.

8247. It should not be the other way?—It should not be.

8248. You are not in favour of one authority?—I am personally strongly in favour of it, but from the sentimental point of view there are great difficulties.

8249. Sentiment says, no; policy says, yes?—Yes.

8250. You are strongly in favour of all defectives and all epileptics being segregated, or would you, as you heard Dr. Mott say, draw the line at those who are not getting care at home?—I think I would express my views this way: I would say that all who would, by their illness, come on the rates should be segregated; people who owing to their malady, may have an acute stage come on, should all be taken care of. I do not say that they need segregation.

8251. You expressed the opinion that segregation would be partly for the reason of preventing their procreating children?—Yes.

8252. Now you say segregation depends on whether they are a burden on the rates, or not. Are those who are not a burden on the rates to be permitted to reproduce their kind, and those who are a burden on the rates not to be permitted to do so?—Looking at it from one aspect the latter should certainly not be allowed, equally with the former, to produce their kind.

8253. All the same, you would segregate them, and prevent them having what you call full social privileges. You would prevent the pauper class from marrying, but you would not prevent the moneyed class?—I think you can trust education to prevent that.

8254. To prevent the marriage of epileptics?—Among the educated classes and the higher classes.

8255. Is that your experience?—I think I can say that.

8256. You must have seen many married epileptics among them?—I by no means say my experience does not admit of very many exceptions.

8257. You modify your view; you do not want them all segregated, but merely the pauper classes segregated?—That is looking to the practical lines.

8258. Not the better classes, only the pauper classes?—Yes.

8259. You think it is necessary (I used the expression to Dr. Mott) to "hunt" for these cases by the medical inspection of schools; to hunt for them and catch every possible one, and shut them up—that is indicated?—No, I do not mean that, judging by the meaning most people would apply to those words; what I would say is this, that short of trained observation many cases would escape who are highly dangerous from the procreative point of view.

8260. I think we have rather put the procreative point of view aside when we speak about paupers?—I would not put it aside at all; I could not admit that.

8261. Then you want to shut up the well-to-do classes as well as the paupers, do you not?—I still say I believe that education and greater knowledge of the whole subject deters the higher classes infinitely more than the lower, from these marriages.

8262. You think all these cases that come to the county council schools who show a taint of mental defect or epilepsy should be segregated; is that it?—I think each case should be considered from that point of view undoubtedly, before they pass away from the public control. I take it some will not be segregated after mature consideration.

8263. But do you think it is of great importance to inspect for them, to try and find them?—Yes.

8264. You are not satisfied with treating cases that are really shoved under one's notice—cases that cannot behave themselves?—No, I am not satisfied.

8265. You would like very much wider open doors than that?—Yes.

8266. As regards this proposed register, do you not sympathise with the objection that it would be branding the children rather unnecessarily, to put them on the register?—I quite sympathise with it if the effect is to brand them, but if a child's name goes down in the register and certain data are taken, as I find is done in Philadelphia for instance, I cannot see where any branding will come in. The medical inspectors and authorities will know certain ones undoubtedly, and they will mentally brand those, but that should not be public property.

8267. Your register is not only to apply to defective children but to all children?—Undoubtedly.

8268. Every child that goes into the county council schools?—There would be some facts about that child.

8269. Registered in the same way as they register births, deaths, and marriages?—Yes

8270. Have you any idea what it would cost to carry out that recommendation?—No.

8271. It would be a very expensive thing, would it not?—I do not see that it would be more expensive, looking at it from the medical point of view, than merely registering in the register the defective ones.

8272. As regards epileptics, your opinion is, I think I gather from remarks you made, that the sane and the insane should be treated in the same colony, and classified inside it?—No, I did not say that really. I think if these colonies were established, a certain number of cases at present called insane epileptics, having found their way into them, would not be turned out—it would be possible to quite well look after them.

8273. But are they turned out from anywhere now?—No, they find their way into asylums at present.

8274. Is there any objection to that?—I think they are the class, taking a general asylum population, upon whom asylum régime presses most heavily; they feel it rationally.

8275. The insane epileptics?—The so-called insane epileptics.

8276. Let us be quite sure we are talking about the same class of case. What class of case do you include under that name—epileptic demeants?—A true epileptic dement would not feel his asylum association any more than any other secondary dement.

8277. Recurring epileptic mania?—They feel it acutely.

8278. They go into asylums?—Yes.

8279. And are retained there between attacks, though they may be attacks three or four months apart?—Yes.

8280. These cases you think ought to be put into a labour colony?—I do.

8281. Would not they be a source of great danger?—I do not think so, properly classified.

8282. Are they not the most dangerous class?—All epileptics are exceedingly dangerous.

8283. Especially the class I refer to?—I think the only difference is, those happen to be definitely known to be dangerous by example; by the acts they have done they are known to be dangerous.

8284. Being known to be dangerous, you would still put them into a labour colony?—I think so.

8285. Have you ever seen an accident from them?—Yes, I have to witness them in my own colony.

8286. And you still trust them working out on farms?—Yes.

8287. About the Special Schools; you referred to them in your evidence. Have you any special knowledge of them?—No, I have no knowledge whatever.

8288. Heredity is not always direct; it is indirect sometimes, is it not?—Might I ask what is meant by "indirect"?

8289. Passing one generation and appearing in the next?—Yes.

8290. If you apply that principle, would it not be reasonable to segregate every child of an epileptic that is known to exist, and the brothers and sisters of the epileptics?—I can see the line of argument, but I do not think that it would be practical or reasonable

8291. From the reproductive point of view, would not that be just as reasonable as segregating the milder cases of epilepsy? Is not there just as much risk of the brothers and sisters transmitting the epilepsy?—I do not think so.

8292. Have you got facts to prove that?—No, I have not. They are most difficult to obtain.

8293. (*Mr. Burden.*) Could you give us some idea as to the size a colony for sane and insane persons should be?—It is entirely impossible to fix the size. I think unless it reaches a certain number the cost may make such a colony prohibitive.

8294. The last witness suggested about 200 or 300?—I would like to see them larger than that.

8295. You would like to see them generally established for something like 500 or more?—Yes, I would.

8296. Would you place any limit on the number in the other direction?—I should not like to place any limit, because I think the limit must be placed by practical results. Such people would not need the amount of continuous personal knowledge and observation on the part of the head of the place, whoever he might be, as is the case in the asylum, and I think they could be much more elastic as regards size than an asylum.

8297. You think they might go up to 2,000 perhaps?—Judging by results from abroad, the very satisfactory results, I should say it is quite likely.

8298. Could you form any idea as to what the cost per head per week for maintenance should be in a colony of the kind you have indicated?—It must depend very much on the district in which it is, and the classes from which they are drawn. It would be very hard to give a qualifying rate. I think I have expressed all I can in that way when I say that it must materially come below the ultimate cost of the ordinary asylum.

8299. That is now, for London, 11s. 4d.?—I think it is 11s. 4d. or 11s. 4½d.

8300. Could we hope these colonies could be maintained for under 11s. a week?—I would rather not commit myself to a figure in that way. I believe that that would certainly not be too sanguine.

8301. You think it might be possible?—I do. I think you are reaching the utmost limits of hope in the low figures that have been mentioned. It does so depend on the locality, because one knows of some County Asylums in England and Wales with a figure not very much above that. In that particular county the line of argument would suggest that a colony would be again lower

8302. You are carrying on, among other industries, weaving?—Yes.

8303. Do you find that industry successful?—Yes, we are extending it.

8304. How long has that industry been established at the colony?—Rather more than a year now; it was in the first year.

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8305. Has the material been in use?—Yes.

8306. But not long enough to form an opinion as to its wear?—It is too early. It is not at all original to the colony; there are at least two County Asylums in England where it is much prosecuted, and in Ireland I know of several where it has been so for many years, and where they have no doubt at all as to the quality of the material, and they have extended it.

8307. The material produced wears as well or better than that purchased?—That is what I am told and what I am looking to in my own.

8308. You are thinking of extending the weaving to blankets and such like articles?—Yes.

8309. (*Mr. Chadwyck-Healey.*) Can you give any help as to the cost of the installation of these colonies? Have you considered it sufficiently to be able to give any idea?—Only, as I said just now, that I do believe that almost the limit has been reached to the cheapness with which these public buildings are being put up.

8310. I am speaking of what may be called the villa system of colonies, separate houses added to from time to time as the number is increasing?—There is no doubt the system lends itself to enlargement without difficulty and therefore to probably cheaper enlargement; difficult enlargement means expensive enlargement.

8311. Assuming a colony of a certain number, say 500 to start with, could you give any idea as to the cost of building such a place, building it apart from the land on which you place the houses?—I should not like to do that.

8312. (*Dr. Needham.*) With reference to the work and the cost of maintenance and the power of self-maintenance in your institution, is it not a fact that all your patients are selected cases, that they are all able-bodied people who are brought to you because they are patients who can work?—That was so with regard to the opening of the institution, when the cases were transferred from the sister London asylums, and is so in regard to the cases that are still being transferred from the sister London asylums; but with regard to cases coming from the parishes the selection is done by myself, and we do only retain in the colony such as you describe.

8313. In other words, if you are dealing with the whole of the classes you have got a very considerable fringe of people who would not answer to that description, and who would involve a great deal more cost, who would not do much reproductive work and so on?—That is so.

8314. The cost of maintenance which you shadowed forth to Mr. Byrne is the cost of maintenance only; it is not the cost of establishment charges and the cost of administration, but the mere cost of maintenance, feeding, clothing and attendance?—When I speak of the rate for the county of London that includes the whole administration but it does not include any capital charges or repairs.

8315. As regards the size of institutions, would you think it desirable that a great institution should be built that should hold a couple of thousand people for your class of patients?—I would infinitely rather see one extend to a large number.

8316. I am talking about the institution, I am not talking about a colony with a number of villas. I suppose your idea with reference to the large size of these places has altogether in view the putting upon a considerable area of land a series of small buildings?—That is so.

8317. You do not contemplate massing together a large number of people in one building?—No, with the exception of the class you alluded to just now, that class that would not be productive of labour, and would ultimately be a burden on the institution. I cannot see the object of grouping those in those small places.

8318. Would you group them in asylums of say a couple of thousand?—If the colony were a couple of thousand I have no doubt that they could be well looked after there.

8319. You think any superintendent could supervise them adequately?—In a colony.

8320. I mean of that size?—I do.

8321. You say the acreage of land ought to be considerable. What do you call considerable? Have you formulated in your mind the number of patients for whom an acre of land should be sufficient?—No, I do not think the question could be answered.

8322. In your colony you have 127 acres of land?—Yes.

8323. That is to say you have an acre of land for every two and a half persons?—Yes.

8324. Do you think that is sufficient, or is it too much?—I think we could ultimately do with a good deal more.

8325. For your particular class?—Yes, undoubtedly

8326. For a colony consisting of the other classes you would probably consider such an area too much?—No, I do not think so.

8327. For your helpless people and hopeful people you say that?—If the colony were the same size as my own, 326 patients (and that includes mixed cases, helpless and the rest), I think that would be too much.

8328. I mean you do not require an acre of land for every two and a half persons for all classes of patients who would be received into these colonies. You may require it for the class of patients you receive, but not for the rest whom you would receive under this contemplated scheme. The suggested allowance for lunatics in the asylums is ten for every acre of land—that is four times less. Do you think that requisite for all classes of patients who would come into these colonies?—Broadly speaking I should have put down for a large colony, about 2,000 colonists, not less than 400 or 500 acres.

8329. That is four persons to one acre?—It so much depends on the local conditions, and what you are attempting; general farm operations require a much larger area than market gardening.

8330. I am speaking generally, and having regard to classes that would be received in the colonies, if colonies were established on the lines on which they should be established?—Yes.

8331. (*Mr. Byrne.*) I should like to ask you this one question to make it clear about your figures as regards the epileptic family histories. On page 465, col. 1, you say that out of a certain number of cases of miscellaneous insanity you had no difficulty in eliciting an insane family history in 30 per cent. That of course means family history including collaterals?—It does.

8332. Further down where you speak about the epileptics you say when investigating last year the personal and family histories of 300 epileptics certified as insane, you found an epileptic family history almost as frequently as an insane one, the relative frequency being as 0·87 to 1. What was the percentage of your investigation of those 300?—I am afraid I cannot tell you; it would be a guess. I have the percentage; it is ascertainable.

8333. It was something like 30 per cent?—Less.

8334. Something between 25 and 30 per cent probably? I believe it was about 20 per cent.

8335. The term "family history" there means family history including collaterals?—It does.

8336. With regard to those two statements, was there anything like the same proportion of untraceable individuals as there was in these latter figures? In your efforts to deal with these seventy-six further cases you found that you were unable to ascertain anything about one half, roughly speaking, of the ascendants?—I did not examine the previous set of cases in the same manner, so I have a little hesitation in saying there is either the same or more general knowledge of the family histories; I did not actually make the calculation, but the facts are all still ascertainable in my case-books.

8337. If that is so it is rather surprising, is it not, that among the cases of traceable relatives you only found eleven with a direct family history?—I am not sure I understand.

8338. If your experience in investigating the 300 (page 465) was roughly speaking the same as investigating those, you would expect the results to be roughly the same?—Yes.

8339. Except on the single point that in the case of the seventy-six you are investigating only ascendants, and in the other case you are investigating the whole history?—Yes.

8340. In one case you get 20 per cent, and in the other case only eleven individuals out of the 456?—Yes.

8341. A very small proportion indeed; less than 3 per cent?—Yes.

8342. Did not that result surprise you?—I cannot say it did.

8343. Surely it cannot be accounted for by the difference of taking in and excluding the collaterals ?—No, a large difference is accounted for by excluding the aunts and uncles, brothers and sisters. I do not call those collaterals.

8344. Whatever you call them that is the factor that makes the difference ?—Yes, that is the factor.

8345. You know the Craig Colony ?—Only by repute and study of their reports.

8346. According to their last report the traces of heredity amount to almost 40 per cent ?—I forget. *Charles Hubert Bond, Esq., D.Sc., M.D.* 30 June 1905.

8347. That is substantially more than you find, is it not ?—I do not know that it is actually more in any particular set of cases. I think I have found as many in certain sets. Certain County Asylums in England have established more than that in individual sets of cases where they have had an opportunity of giving special attention to it.

FREDERICK W. MOTT, Esq., M.D., F.R.C.P., F.R.S., recalled; and further Examined.

8348. (*The Witness.*) I have heard Dr. Bond's evidence with regard to heredity and I have a few more figures which may help a little. Of the 208 boys I examined at Colney Hatch a great many were illegitimate. Some had no friends, some were not visited, yet out of those the Superintendent took the history in every case, so therefore it is reliable, and he found sixty-two with a history of insanity in the family. Of those, maternal, that is the mother, thirteen; paternal, six; convergent, that is maternal and paternal, ten; grandparents, two; collateral, twenty-seven. Frequently it was a maternal aunt or a maternal uncle, but still, as I have said in my evidence, I have cited a particular case where the uncle had epilepsy and four children had epilepsy with choreiform attacks. I look upon it as very important indeed that it occurred with the uncle; and in brothers and sisters, there were three and one respectively. In many of the cases where there was insanity in the family history of ascendants direct or collateral brothers and sisters were affected as well as the patient. In thirty-three cases there was a history of insanity or epilepsy on the maternal side; in six of these there was also an heredity taint on the paternal side. In twenty-two cases there was a history of insanity or epilepsy on the paternal side. In two of these there was also hereditary taint on the maternal side. These statistics tend therefore to show that the mother transmits an insane temperament to the sons more frequently than the father. A considerable number of these boys suffered with imbecility and epilepsy as a result of birth injuries, falls and injuries to the head when young children or infants. A few who have died showed that tuberculous and other tumours were the cause of the mental affection. Again a number (quite 5 per cent.) were the result of congenital syphilis. Excluding all these cases the percentage comes to about 34 per cent. But this percentage does not allow for a number of cases in which no reliable history was obtainable owing to their being illegitimate, orphans, or not visited by friends. Again a certain deduction must be made for friends being unable or unwilling to give a history. Consequently 34 per cent. in which heredity was a predisposing cause is considerably below the real estimate. Probably 40 per cent. to 50 per cent. would not be an excessive estimate. Then I take the histories of 200 young women of thirty years or under admitted to Colney Hatch for various forms of insanity. These were not epileptic imbeciles, but had various forms of insanity; some of them were epileptic and imbeciles. In little more than half the 200 cases was a reliable history obtainable owing to the reasons already alluded to but also on account of the fact that a large number of these young women were alien Jewesses from Russian Poland, from whom no reliable history of insanity was obtainable. Some few of these indeed had not been in the country more than a few weeks or months. A certain proof of hereditary influence could only be obtained in one case and that was an imbecile female child who was admitted in the same week as her insane father. The child is still in the asylum. These too had only been a very short time in England. I have excluded all these aliens from the statistics, as their statements are in my opinion unreliable. There were left 115 cases from which statistics were compiled. A family history of insanity was obtained in sixty as follows: Maternal—mother ten, grandmother four, grandfather two, uncles aunts, and cousins nine, total twenty-five; paternal—father nine, grandparents three, uncles, aunts, and cousins eight, total twenty; collateral convergent five; collateral brothers and sisters ten. These statistics do not pretend to do more than point to the probability that hereditary influence is an extremely important factor in the production of insanity. Moreover, they tend to shew that maternal hereditary influence is a more powerful influence in both sexes but that there is a greater tendency for males to derive an hereditary taint from the mother's side than females. Much more elaborate and carefully prepared statistics on a large scale would have to be made in order to prove it. Of thirty-one cases of insanity occurring in young women of thirty or under which was recurrent or became recurrent, seventeen had a family history of insanity. I think that is a very important matter. That is 55 per cent., but if cases in which no reliable history was forthcoming were excluded it amounted to much more. In a great many of these cases parents, brothers, sisters or relatives were either at present in the asylums or had died there. This opens up an important question as to whether cases of recurrent insanity should be disharged as recovered, especially if the principle that like tends to beget like is admitted. *Frederick W. Mott, Esq., M.D., F.R.C.P., F.R.S.* 30 June 1905.

8349. (*Mr. Byrne.*) Is the experience of the London County Asylums the same as you quote from that asylum, namely, that the proportion congenitally deficient is growing, and the proportion of acquired lunacy is decreasing. Is that the same in London ?—I should say it was the reverse in London. I am only going on general paralysis in London asylums as compared with the county asylums. You see very few cases of general paralysis in the county asylums; you see a very large number in the London asylums, in fact 29 per cent. of the deaths at Claybury Asylum last year were general paralytics. I look upon general paralysis as an acquired form of insanity.

8350. (*Mr. Loch.*) May I ask a question on page 456; I think you wish rather to emphasize to the Commission the very great importance of there being some psychological expert employed ?—Yes, I do

8351. Can you state with a little more precision what has been done in this matter in Chicago on page 456 ? You refer to it. The paragraph is practically a reproduction of what they have done in Chicago ?—Yes it is. I have the paper here.

8352. Would you propose with regard to each child in a school that there should be a schedule like this filled up ?—I should like to see it; I do not know whether it is practicable.

8353. This is an addition to the register that you have also proposed ?—That would be included in the work of the register.

8354. Practically, then, your register would mean that there would be registered information about each child from the point of view of attention, memory, judgment, and so on ?—I do not think you can apply it to every child in the London County Council schools. Time could be taken to work out what is the normal average and that could then be applied to defectives afterwards.

8355. Your suggestion would be, not that they should be registered against each child, but you would make a preliminary enquiry in the school, try and reach the average for the school, and then apply these tests as coming above or below that average ?—Yes.

8356. You think that for the purpose of prevention—and that you refer to especially, to check the increase of the defective classes—that is a preliminary step ?—I think so. I think it is a scientific method of dealing with the question to find out what is normal first. We cannot attack that question until we know that. That can only be done by such a system as I have foreshadowed.

8357. You go further than that. After the study of the average, and the particular cases coming below that average, you would be inclined to suggest how the education should be managed ?—Yes.

Frederick W. Mott, Esq., M.D., F.R.C.P., F.R.S.

30 June 1905.

8358. From the point of view of want of attention and other items?—I will give you one example. I had two cases of diabetes in the hospital and both of them, I believe, came on from over-pressure at school. I have no doubt that cases of insanity arise in the same way from over-pressure when the child is growing. If we had more knowledge about this subject a child who is not putting on the average weight and growing the average amount should not be put up into the higher class and pressed while the brain is growing. I think experiments such as that carried out on a scientific principle, would do a great deal of good.

8359. You would propose that, parallel to the school treatment of moving up standard by standard, there should be a psychological examination and study which would check the other?—Yes, I should like to see teachers selected, a number from each school, to find out the normal, and, having got the normal, we could apply tests to the defective.

8360. You do not know of that having been done in any school in London?—No, it has not, as far as I am aware, been done in London; but Mrs. Burgwin would be able to tell you.

8361. Your argument in favour of it is that you find practically disease which tends towards insanity or other evils, resultant, in your opinion, from the neglect of the growth of the child in the earlier school years?—Yes, as regards pressure at school when the brain is developing, especially if there is a neurotic history.

May I be allowed to put in some photographs to show the different types, particularly with regard to the necessity of some system of classification. There are smart boys admitted now into county asylums put into the same ward—recoverable cases—with these chronic cases, which, if you look at the type of physiognomy, you will see is not at all a proper thing.

8362. (*Mr. Byrne*) What is the reason why these smart boys are certified as lunatics and sent to asylums?—They had an acute attack of mania or melancholia and were discharged within a certain time, but they were put into a common ward with the irrecoverable cases. The Council have plans for villas, as I have indicated in my evidence, so that that will be overcome.

8363. It is a necessary evil that some boys and girls will get certified who should not be in Asylums?—Yes.

Mrs. E. M. BURGWIN, called; and Examined.

Mrs. E. M. Burgwin.

30 June 1905.

8364. (*Chairman.*) You have been so kind as to give us this statement. Would you be willing that we should put it on our notes as part of our evidence?—Yes.

STATEMENT OF EVIDENCE BY MRS. E. M. BURGWIN, ON BEHALF OF THE LONDON COUNTY COUNCIL.

Elizabeth Miriam Burgwin will state that—

She is the Superintendent of Special Schools under the London County Council. She was a member of the Departmental Committee on Defective and Epileptic Children in 1896-8.

She was for thirteen years occupied as Superintendent of Special Schools under the late School Board for London.

Short note on the Royal Commission and recent Departmental Enquiries on the Subject Matter.

In July, 1885, a Royal Commission was appointed to investigate and report upon the condition of the blind, and in January, 1886, the reference to the Commission was enlarged to include the "deaf and dumb, as well as such other cases as from special circumstances would seem to require exceptional methods of education." The Commission in its Report, dated 10th July, 1889, stated that the Royal Commission on the Elementary Education Acts suggested that the feeble-minded would come within the terms of the reference.

The Commission on the Blind heard considerable evidence and made various recommendations respecting the feeble-minded, among them:—"That feeble-minded children should be separated from ordinary scholars in public elementary schools, in order that they might receive special instruction." The Elementary Education (Blind and Deaf Children) Act, 1893, was the outcome of this Commission.

In 1890, the School Management Committee of the late School Board for London had before them a Report on the "separate schools," which had then been established in Elberfeld-Barmen, and the Board, in November, 1890, took steps, as detailed by Mr. Allen and Miss Lawrence, which resulted in the opening in July, 1892, of the first two schools for feeble-minded children; or, as the Board described them, "children who by reason of physical and mental defect could not be taught in the ordinary standards or by ordinary methods." The Education Department sanctioned the schools, allowing them to rank for grant purposes as ordinary infant schools. The General Report of the Senior Chief Inspector for 1895, contains the following reference to the matter, which may be of interest:—

> Page 17.—"The classes for the special instruction of mentally defective children are among the most interesting classes under the Board, and the example is being followed in other large centres of population. These children vary very greatly in such mental power as they possess; some can be so far developed that they can hold their own fairly when transferred to an ordinary school, though with scholars generally younger than themselves; others can be so far assisted that they can, with some little supervision, take care of themselves, but there still remains a considerable residuum who are only fit for the asylums for idiot children."

In 1896 a Departmental Committee on Poor Law Schools (appointed by the Local Government Board) reported respecting separate schools for defectives as follows:—

> "As the result of our enquiries on this branch of the subject, we consider that, in fairness to the normal children as well as for the benefit of the feeble minded, separate provision should be made for their education, with a view to the development of the backward brain, and the awakening of the dormant moral sense."

In 1894, and again in 1896, the late School Board called the attention of the Education Department to the need for legislation respecting defective and epileptic children, and, in consequence, the Departmental Committee, of which witness was a member, was appointed by the Department to consider the matter. The terms of reference to the Committee were as follows:—

> To inquire into the existing systems for the education of feeble-minded and defective children not under the charge of guardians, and not idiots or imbeciles, and to advise as to any changes, either with or without legislation, that may be desirable.
>
> To report particularly upon the best practical means for discriminating, on the one hand, between the educable and non-educable classes of feeble-minded and defective children, and, on the other hand, between those children who may properly be taught in ordinary elementary schools by ordinary methods, and those who should be taught in special schools.
>
> To enquire and report as to the provision of suitable elementary education for epileptic children, and to advise as to any changes that may be desirable.

Mr. Allen and Miss Lawrence have mentioned that the recommendations of that Committeee were, to a large extent, adopted in the Elementary Education (Defective and Epileptic Children) Act, 1899, and the Minute of the Education Department of February 2nd, 1900.

The Council has now 92 schools for the mentally and physically defective. Particulars with regard to these are contained in the evidence of Miss Lawrence, and witness does not desire to go over the same ground.

Admission to and Teaching in Special Schools.

The principle on which children are admitted to the London County Council Special Schools is as follows:—

A child is not educationally recognised until it is five years of age, and for the purposes of Special Schools not until it is seven years old.

If between the age of five and seven the child has

attended school, it is at the age of seven nominated by the teacher for examination by the Council's medical officer and the superintendent of special schools. The teacher fills in Form 52, showing the teacher's knowledge of the child. Witness appends the several forms used in connection with the examination of defective children.*

If between five and seven years of age the child has not attended school, but is kept at home by the parents on the strength of the family doctor's certificate, it is nominated for medical examination by the Divisional Superintendent from reports he receives from the attendance officers.

Examinations of children thus nominated for Special Schools are held at various times and places as often as there are a number of children waiting for examination.

There are present at such examinations, besides the medical officer, the teacher (who is compulsorily present by direction of the Council), and the parents are generally but not necessarily present. Witness is also present.

The medical officer, when examining the child, has the advantage of its history from the school he has previously attended (when such is the case), and he also generally hears the parents' and the teacher's statement as to its habits and conduct.

If the medical officer certifies a child for a Special School, witness arranges to what school it should go. The child practically always goes at first to a day school on trial. The family history of the child is entered up with the child when it enters the school. When it gets there it is graded for education according to its capabilities. Some centres have five classes. The maximum number in attendance in a class is twenty, and the class works from a time table, a copy of which is annexed (*see* page 491). The lessons are about twenty minutes in duration, as it takes some minutes to change the lessons, and it is found that the pupils cannot give sustained attention for very long. These pupils learn little from books. The aim of the lesson is objective teaching—in fact the child must be *doing* rather than *listening*.

The first object of the Special Schools is to give main attention to the matter in which the child is most defective, *e.g.*, if a child can read and cannot count, the teacher devotes her chief attention to teach it to number. It is taken in hand generally *seriatim* in all its most marked deficiencies.

It is very difficult to give any exact account of the method of teaching, as the class system is impossible of adoption, and it must be individualistic teaching The efficiency of the whole teaching depends on this, and unless teachers are capable of taking this line, they are of no use.

There are cases of where a child is so much improved by Special Schools that it can be promoted to the ordinary elementary schools.

In 1904, the number of children thus promoted on the ground of the improvement shown by them was seventy-nine.

They are usually children who have begun in Special Schools as higher grade children.

All Special School children are re-examined once a year by the Council's medical officer, and no child is transferred from Special Schools to ordinary elementary schools without the medical officer certifying that this may be done.

Characteristics of Feeble-minded Children.

It must be remembered in this connection that all the child's senses seem dull—that it does not hear acutely, that its vision is often defective, and its sense of touch very weak. The teacher has to be ever on the alert to stimulate the faculties of the whole child.

The child is rarely possessed of ready response, its memory may be very weak, or abornormally good for certain events or things; that the child is irresponsible, possessing extremes of physical weakness and strength, and is often very passionate.

Bad articulation is characteristic of the feeble-minded and much time is given to trying to improve it, and in every lesson some time is spent in this branch of their education. The same subject has to be repeated many times before the child grasps the points of the lesson, though the repetition must be differently put each time, *e.g.*, the oral lesson given in the morning forms the object for the drawing lesson in the afternoon; and the next day the same object is coloured, and, if practicable, it is cut out the following day, and so on.

In this way the child's observation is trained, a most important aim of teaching, and it sees that inaccuracy leads to bad work. Though perfection is not attained, that the process has strengthened the faculties of the child is evidenced by the work produced.

Some, a few, read fluently but are unable to do the simplest mental calculation or *vice versa*.

Teachers.

From such difficulties as these it will be readily seen that only teachers of the highest training and intelligence should attempt to teach the feeble-minded. They must not only possess infinite patience and enthusiasm for their work, but must be skilful in presenting it, able to sketch the lessons on the blackboard and capable in "varied occupations," as every afternoon is devoted to manual work of some kind.

The teachers in Special Schools are selected specially from the teachers in the ordinary schools on account of their being specially capable in dealing with difficult children.

The London County Council has now three senior boys' schools under masters who teach the boys advanced hand work, and the improvement in the lads points to the desirability of providing similar accommodation wherever it is needed. The boys from these schools will certainly leave school at sixteen far better equipped as wage earners than was possible before these schools were established.

The Feeble Minded After School Age.

Remembering that the feeble-minded lack judgment and the reasoning faculty, it is not to be expected that they can, on leaving school, enter the skilled labour market. Even their brothers and sisters from the ordinary elementary school by the thousand do not do so. Some of the feeble minded who have acquired good habits will keep themselves clean and take an interest in some form of work *daily* not *spasmodically*. Thus a good return is made for their somewhat costly training.

Below such come the absolute failures—girls and boys who about two years after leaving school become physical and mental degenerates, always to be pitied rather than blamed so long as society tolerates their enjoying their liberty rather than keeping them usefully employed on a working colony. Permanent care will at first mean increased cost, but in the end prove the truest economy.

How any such cost should be borne, whether by the rates or whether in whole or in part by imperial taxation is a matter which would have to be considered by the proper authorities. At present the grant paid by the Board of Education is very inadequate for the teaching given.

There are in London about eighty cases of school age of the mentally defective deaf children of varying ability. With training some of these will improve to such an extent that they will be able to support themselves, but it may be assumed that it would be much to the advantage of from 40 to 50 per cent. if provision were made for caring for them after school life.

In an institution where they would be under competent direction, such defectives would do fairly well in some simple occupations. There should be facilities for out-door work, such as gardening and farming, in addition to trades. Separate establishments should be provided for men and women, but not necessarily a great distance apart, so that the produce of one could be utilised in the other.

There are in London about thirty cases of school age of the mentally defective blind of degrees of deficiency varying from the almost helpless to the normal child. Though these cases will improve after training, very few, if any, will ever be able to maintain themselves, and it would be much to their advantage, as well as to that of the community, if an institution were established where they could be sent after school life. They all could be occupied in some kind of remunerative work, whereas many such cases now drift into a begging life in the streets or into the workhouse.

* See pages 485-490.

Question 8364.

Mrs. E. M. Burgwin.

30 June 1905.

Imbecile Children.

Witness would add to what has been said on this subject by other witnesses, that the following returns were made by the Council's medical officer as to the imbecile children in London who came under the notice of the education authority during the year 1904.

Children excluded from schools for the mentally defective, on account of being certified by the family doctor as imbecile, forty-four.

Children refused admission to schools for the mentally defective, on account of being certified by the authority's medical officer as imbecile, 141.

Children transferred from the schools for the mentally defective to the ordinary schools, seventy-nine.

Children exempted before reaching the age of sixteen from further attendance at the schools for the mental defective, 140.

The schedules of the late School Board for Lady Day, 1904, show that there then were 454 imbecile children in the County of London, for whom no provision had then or has been made.

Witness desires to call attention to the following matters in which she suggests that amendments of the law would be of advantage :—

1. *The 1899 Act should be made compulsory.*—The Elementary Education (Defective and Epileptic Children) Act, 1899, is merely permissive, and comparatively few education authorities have put it into force. The experience gained in working under it points, in witness's opinion, to the necessity of making it now compulsory on all school authorities. The London County Council is sometimes asked by other county councils to accept the charge of their feeble-minded. A school authority has power under Section 2 (4) of the Act of 1899, in respect of children resident in, or whose permanent home is in their district, and who attend certified Special Classes or Schools in the district of another school authority, to contribute to that other authority the proportionate cost of the provision and maintenance of such Special Classes or Schools. The London County Council has, however, been unable to receive children from other districts as it had no residential school, and boarding out in private homes is not at all suitable for such children.

2. *Need of Residential Schools and powers to compel children to go into them.*—In all large towns residential as well as day schools for the feeble-minded between the ages of seven and sixteen ought to be provided. There are many children who, though mentally weak, are not incapable of mixing with the other members of their family, and naturally the parents prefer to have such at home with them, whilst others should be separated, and the law needs amending in this direction. They can only now be transferred to a residential school with the consent of their parents. The result is that after a child, particularly a girl, has been in a residential school for about a year, good feeding, cleanliness, and regularity of living make him or her look so well that the parents demand the child's release and send the child into the labour market, where he or she rapidly deteriorates physically and mentally, ending his or her career as a burden upon the State.

The children in the country districts could be sent to the nearest school where residence was provided, always presuming that the premises and training provide good and efficient classification. Too much stress cannot be laid upon this point.

For example ,there is the very simple-minded class—easy to manage and as easily led to do what is wrong as what is right. These ought not to be left to mingle with what for a more correct title are called the "moral imbecile." The latter are generally very cunning and, possessing strong will power, exercise a bad influence over the "simpletons."

The moral imbeciles ought to be kept in custodial Homes where they can be put to work and watched continually.

3. *One authority for School Children.*—Many difficulties in the way of placing children in suitable institutions would be overcome if *all* children of school age were placed under one authority.

At present in London the Poor Law Guardians, the Metropolitan Asylums Board, and the County Council have various powers with regard to feeble-minded children. There would be more uniformity of treatment, and the children could be better and more economically graded, and their transfer from one Home to another according to their ability and special requirements would be facilitated, if there were one authority for feeble-minded school children.

Witness suggests that better information than she is able to give as to the duties and action taken by the Guardians and Metropolitan Asylums Board with regard to feeble-minded children might, perhaps, be obtained from representatives of those bodies.

4. *Grading and care of Epileptics.*—The epileptics are at present receiving no benefit under the Act, except when they are paupers—*e.g.*, Darenth—and yet medical opinion leads to the belief that they as a class would be greatly benefited by school training. Witness is of opinion that the only suitable provision for epileptics is in a residential Home in the country with good acreage. The Home should be in detached sections, so that perfect grading could be made, because the patients vary so considerably according to the frequency of the fits and their severity. Between the attacks many are quite capable of doing good work.

5. *Permanent care of Imbeciles.*—Provision should be made for the permanent care of imbeciles. The accommodation provided by the Council for the feeble-minded meets the requirements of about two-thirds of the children, the remaining one-third—the imbeciles—are, in the present state of the law, practically uncared for. It is useless to provide training and education for them until sixteen years of age and then turn them out loose into the world. Nothing but permanent care will effect any real good, and reduce their numbers. It may be suggested that public opinion would never sanction such a drastic proceeding, but it must be borne in mind that unless this is done, there must inevitably be a great increase in the number of the unfit (with its attendant evils of crime and misery), many of whom the public will be eventually obliged to support in maternity wards, workhouses or prisons.

The most humane treatment would be to transfer these "unfit" on arriving at sixteen years of age from school to working colonies, where they could lead happy and useful lives, and where their labour could be used with profit. They always need guidance and fall into absolute idleness without it ; with it they will work cheerfully.

Another objection to permanent care is often raised, viz., that the imbecile is a "curable" case. If such a prodigy is ever produced it could be "discharged," as is the case with the insane. Of course, training under skilled hands must and does ameliorate the condition of the imbecile, but it can never make the feeble brain a sound one.

All proper safeguards as to permanent care, *e.g.*, as to medical examination, periodical examination, visiting by Government inspectors, etc., should no doubt be provided, but it is scarcely conceivable that any case would ever be certified as needing permanent care if specially authorised medical men, specially expert in the subject and specially appointed, and they only, were able to give the certificate.

6. *Authoritative Medical Opinion.*—The necessity of enabling the question of the fitness or otherwise of a child for education should be entrusted to the school authority who should have a medical officer of special experience in such matters to advise them. Much trouble is often caused by the difference of opinion held by doctors. The medical officer of the London County Council may exclude A.B. from the Day Special Schools as an "imbecile." The doctor of the family may then send a certificate saying there is "nothing the matter with the mental condition of A. B." In other cases, after a child has so much improved that it has been sent to the ordinary school, the parents bring up a certificate stating, *e.g.*, "that A. C. is too nervous to work with children of his own age, and begging for readmission to a Special School," etc.

This is very harassing to the parents who really are anxious to do what is best for the child. On the whole, a doctor who is constantly examining children of this class and comparing them with the normal child in the elementary schools, though he may not know the family history so well as the private doctor, is more likely to diagnose the case accurately than his confrères.

Mrs. E. M. Burgwin.

30 June 1905.

* FORMS USED IN L.C.C. SCHOOLS FOR DEFECTIVE CHILDREN.

FORM 31.
DEFECTIVES.

LONDON COUNTY COUNCIL.

ADMISSION CARD.

You are requested to submit the Child named on the other side to the

MEDICAL OFFICER'S EXAMINATION,

to be held on

_____ day, the _____ day of _____ 190

at _____ o'clock.

in _____ School,

The Mother or some responsible person must accompany the Child.

Children cannot be again presented for re-examination within six months, unless otherwise ordered.

NO CHILD WILL BE EXAMINED IF PRESENTED WITHOUT A CARD.

Child's Name: _____ Age: _____

Residence: _____

School previously attended: _____

Has been examined by me, and is deemed suitable for education in—

_____

* *Medical Officer.*

FORM 12.
DEFECTIVES.

Admission of Children to a Special Centre—Notification to H.M.I. of Medical Officer's Visit.

LONDON COUNTY COUNCIL.

DUCATION DEPARTMENT.

VICTORIA EMBANKMENT, W.C.,

_____ 190 .

ADMISSION OF CHILDREN TO SPECIAL SCHOOLS.

The Medical Officer and Superintendent of Schools for Special Instruction will attend at

_____

_____

on _____

at _____ o'clock, to examine Children nominated for admission to Special Schools for Defective Children.

Executive Officer.

* *See* Witness's Statement, p. 483.

Question 8364.

Mrs. E. M. Burgwin.

30 June 1905.

FORM 51.

DEFECTIVES.

[*Admission Form for cases not mentally defective.*]

This space is for Office use only.

LONDON COUNTY COUNCIL.

EDUCATION DEPARTMENT.

No. _____

1. Name of Child	
2. Address in full	
3. Date of Birth	
4. How long has the child attended	
(*a*) this School?	(*a*)
(*b*) any other School?	(*b*)
5. What is the mental capacity of the child?	
5. Reading.	Equal to Standard _____
6. Writing.	" " _____
7. Calculation.	" " _____
6. For what reason is the child sent up for medical examination?	
7. Does attendance at an ordinary school appear prejudicial. If so, in what way?	
8. Does the child suffer from fits? If so, have they occurred frequently or in school?	
9. Is any near relative, dead or living, known to have suffered from Insanity, Fits, Gout, Spitting of Blood, Consumption, Scrofula, or any other hereditary disease?	
10. Remarks.	

Signed _____

School _____

Department _____

Date _____

[*Children* UNDER SEVEN *should not, as a rule, be nominated for admission to a Special School.*

FORM 52.
DEFECTIVES.
[*Admission Form.*]

Mrs. E. M. Burqwin.
30 June 1905.

LONDON COUNTY COUNCIL.

EDUCATION DEPARTMENT.

This space is for Head Office use.

*No.*_____

1. Name of child	
2. Address in full...	
3. Date of birth	
4. How long has the child attended (*a*) this School? (*b*) any other School?	
5. What is the appearance of the child—Stupid or bright?	
6. Is the child; 1. Obedient; 2. Mischievous; 3. Spiteful.	
7. Are the habits of the child correct and cleanly?	
8. Are the propensities of the child peculiar or dangerous?	
9. What is the mental capacity of the child? 1. Observation. 2. Imitation. 3. Attention. 4. Memory. 5. Reading. 6. Writing. 7. Calculation. 8. Colour. 9. Special tastes.	
10. Is the child affectionate or otherwise?	
11. Has the child any moral sense?	
12. Have you any other information bearing on the case.	

Signed _____

School _____

Department _____

Date _____

[*Children* UNDER SEVEN *should not, as a rule, be nominated for admission to a Special School.*]

N.B.—In filling up this form avoid general terms such as "fair," "moderate," &c. and say in the simplest terms what a scholar can do

Question 8364.

Mrs. E. M. Burgwin.

30 June 1905.

FORM 1.

DEFECTIVES.

[*Exclusion of Children from Special School. To go to Ordinary School.*]

LONDON COUNTY COUNCIL

EDUCATION DEPARTMENT.

VICTORIA EMBANKMENT, W.C.

_____ 190

EXCLUSION OF CHILDREN FROM SPECIAL SCHOOLS TO ATTEND ORDINARY SCHOOLS.

A report from the Medical Officer has been received, stating that the children named below are now fit cases for an Ordinary School.

I am, therefore, to instruct you to exclude the children referred to, with a view to their being sent to an ordinary Elementary School.

Executive Officer.

To the Teacher in Charge.

_____ Special School.

NO.	NAME.	ADDRESS.

FORM 3.
DEFECTIVES.

[*Exclusion of Children from Special School. To go to Institution.*]

Mrs. E. M. Burgwin.

30 June 1905.

LONDON COUNTY COUNCIL.

EDUCATION DEPARTMENT.

VICTORIA EMBANKMENT, W.C.,

_____ 190

EXCLUSION OF CHILDREN FROM SPECIAL SCHOOLS.

A report from the Medical Officer has been received, stating that the children named below are imbecile and, therefore, not fit cases for the Special School.

I am, therefore, to instruct you to exclude the children referred to, with a view to their being sent to suitable Institutions.

Executive Officer.

To the Teacher in Charge,

_____ Special School.

NO.	NAME.	ADDRESS.

[S.M. Form 52 L (4).]
[*Report of Medical Officer—Special Schools—Exclusions.*]

LONDON COUNTY COUNCIL.

Schools for Special Instruction of Physically and Mentally Defective Children

Report of Medical Officer on Children in attendance at _____ *Special Instruction School.*

Number on Roll _____ *Number in attendance at date of visit* _____ *Number examined* _____

Name.	Age.	Parent's Address.	Reason for Exclusion.				Remarks
			Elementary School.	School for Blind or Deaf.	Imbecile.	Invalid.	

Date _____ *Medical Officer* _____

Mrs. E. M Burgwin.

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SPECIAL SCHOOL.—SPECIMEN TIME TABLE

	A.M. 9.30 to 9.50	9.50 to 10	10 to 10.30	10.30 to 10.45	10.45 to 11.15	11.15 to 11.30	11.30 to 12	P.M. 2 to 3	3 to 3.15	3.15 to 3.30	3.30 to 4	4
Monday.	School opened with Prayer, followed by lessons in Holy Scripture.		Reading.	Recreation in playground, weather permitting. Games taught.	Arithmetic.	Singing, Chiefly Voice Training, from Modulator.	Writing.	Boys— Seniors: Manual Training until 4. Juniors: Macramé or Wool Work. Girls— Seniors: Laundry till 4. Juniors: Same as Boys.	Recreation.	Singing.	Drawing.	Prayers and Hymn. School closed.
Tuesday.			Reading.		Arithmetic.		Object Lesson.	Boys— Seniors: Cane Weaving. Juniors: Cane Weaving. Girls— Seniors: Cookery till 4. Juniors: Cane Weaving.		Recitation.	Drawing.	
Wednesday.		Drill.	Reading.		Arithmetic.		Writing.	Boys— Seniors: Laundry till 4. Juniors: Cardboard Modelling. Girls— Seniors / Juniors } Needlework.		Singing. (Words of songs taken in Hall.)	Drawing or Ball Games.	
Thursday.			Reading.		Arithmetic.		Object Lesson.	Boys— Seniors: Cookery until 4. Juniors: Cane Weaving. Girls— Seniors: Cane Weaving. Juniors: Cane Weaving.		Singing.	Drawing.	
Friday.			Reading.		Arithmetic.		Writing.	Boys— Seniors / Juniors } Brush-work. Girls— Seniors / Juniors } Needlework.		Recitation.	Varied Occupation.	

TIME ALLOTTED TO EACH SUBJECT.

	Hrs.	Mins.
Holy Scripture	1	40
Reading	2	20
Writing	1	30
Number	2	30
Drill		50
Singing	1	45
Recitation		30
Object Lesson	1	0
Recreation	2	30
OCCUPATIONS—		
Boys, Senr.	6	30
Boys, Junr.	6	15
Girls, Senr.	6	15
Girls, Junr.	6	15

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8365. (*Mrs. Pinsent.*) I should like to ask you one or two general questions generally before going through the statement you have given us. I think you have probably more experience of Special Schools than anyone else in the world, and I should like to know whether you can tell us at all what you consider to be the chief function of the Special Schools. First of all, I should like to know what type of children you think it is most desirable to educate; secondly, I should like to ask you to what age you consider the children should stay in the Special School; first the higher grade of children, and, secondly, those whom your experience leads you to think would be cases for custodial care?—First with regard to the special function of a Special School; I take it that we best serve the cause by calling it a "sorting house;" that is to say, that in that school we are able to so watch the child that we can, with a certain amount of safety, decide what class it is in, or what it is really fit for; that is whether it is able to go out into the world, or whether it is a case for a custodial Home. Of course, the types are the chief difficulty in dealing with a Special School case; a type varies so much. Although we have been thirteen years at it we still look upon the work as in its experimental stage. As regards the age, of course, the law says we may take them from seven to sixteen; we receive the Board of Education grant—it is a mean grant—from seven to sixteen years of age; but I have come to the conclusion that, unless we can provide a better form of manual instruction up to the age of sixteen, it is right, as we do in many instances, to allow the children to leave just over fourteen.

8365A. Do you find that the children of low grade tend to stay till sixteen probably because their parents do not know what to do with them, whereas the children of higher grade leave at fourteen?—Yes, that is so.

8366. The best cases leave at fourteen?—Yes.

8367. The lower grade cases are practically the only cases who remain till sixteen?—Yes.

8368. Would you say on the whole that that is a good thing, or a bad thing, or would you wish to retain the better grade cases for the two extra years?—I would retain them if we had proper forms of manual instruction.

8369. That brings me to the paragraph in your statement about the London County Council having provided a certain amount of schools for manual instruction. I think there are about 120 boys under instruction?—That is so.

8370. That is a small proportion in regard to the number you have in your schools?—Very.

8371. Can you tell me at all why it is such a small proportion; is it expense do you think?—Yes; and we were anxious, too, to test the experiment, if I might call it so, before we went to any great expense. We wanted to see how far the boys really benefited by this more costly training; of course, teaching boys a trade almost is much more costly than the ordinary, what we term, manual occupations; the material is more costly. But I may say that I think the County Council are quite convinced that this work is well done now, and that we shall have to put up more schools for the senior boys.

8372. You think that the work will really become large enough to cover most of the cases in London who require that form of education; or is that putting it a little too strongly?—No, I think the Council is prepared to do that.

8373. It would mean, about how many, of these special manual instruction centres?—I have thought that it would be better to put up one centre larger than the ordinary Special Schools altogether, and these boys, of course, if they are worth training in a trade, then they ought to be capable of travelling, and so I have thought that they should travel to a centre; therefore, you would not need so many.

8374. That is equivalent to saying that you would then be taking the higher grade cases?—Yes.

8375. Will you tell us whether you consider that the Act should be made compulsory?—I think that it is such an anomalous position that one council feels compelled, in the interests, I was going to say of the population, to do this work, and then the neighbouring council is not compelled to do it. We have had, for instance, in our London County Council applications from people outside in other boroughs asking whether we could admit their children, but the strain upon our own accommodation is so great, that we cannot admit them. I feel perfectly convinced that this question of the feeble-minded demands much more care than it has hitherto had, and it should be compulsory on all authorities to provide for the training of these children.

8376. Do you think there is considerable waste of the public money from the fact that children, whom you educate, say for a year or two years in your schools, then move to a district where there is no Special School education, and relapse into an ordinary school, or go to no school at all?—That is so.

8377. You are always losing cases?—Yes, but it re-acts in this way, that we have people moving from districts where there are no Special Schools into the London area, so as to secure education for mentally deficient children.

8378. Many of them?—A great many; when I have pressed them they said there was no Special School in their neighbourhood.

8379. Are there not an equal number who move because there is a Special School in the district?—Yes.

8380. Have you not known of cases which move out of a Special School district to avoid it?—Yes.

8381. They have a special objection to the sixteen year old clause?—Yes.

8382. And very frequently move to avoid it?—Yes, they have done that.

8383. I wanted to ask you with regard to the age at which you think it is possible to determine whether a case is worth educating in order that it may become self-supporting and independent. Do you think it would be possible to ascertain, say, at the age of eleven or twelve, whether a case is going to be a case for custodial care, or could be made self-supporting?—Yes; of course it may be very great presumption on my part, but I feel if I have had a child two or three years, I can tell you whether it will ever be self-supporting; I do not think that is difficult myself.

8384. Let us take a case that you have made up your mind will never become self-supporting, or independent; do you think that the Special School is the place in which to retain that child or would you prefer sending it at once to an industrial colony?—I should prefer sending it to an industrial colony.

8385. You feel that the extra years in school for that child are a waste of public money?—Yes, from the school point of view; not from the social point of view, but distinctly from the school point of view. Of course, I represent the school side. I think they want a different training altogether to what we can give them in a day school.

8386. And that different training could be given, say, on a farm colony?—Yes, they would improve vastly in habits and tone generally, in a colony.

8387. Therefore, when you speak of the function of the Special School being a sorting house, you would sort out those cases and send them away from the school altogether?—I would.

8388. On page 483, you say: "some of the feeble-minded who have acquired good habits will keep themselves clean and take an interest in some form of work daily, not spasmodically." Have you any idea of the proportion of cases you would be able to speak of in this manner?—No, I cannot give you the proportion.

8389. You have no "after care" work, or anything you would like to speak about?—Well, yes, there is a return here, which, if your Lordship would allow me to put it in, would be useful. I do not want to take any responsibility for it. My Special Schools Sub-committee asked some of the managers to go through the history of the children in certain schools under their care, and find out what had become of them. So I have asked the Special Schools Committee, and I should be glad if you would allow me to put this in, although, as I say, I cannot take responsibility for it, because I do think, to be of really true value, it almost ought to be one person doing it, because each manager would, as it were, take his or her view of a case. The true value of it, therefore, is nullified by the want of uniformity in it, but still, as a matter of fact, the part that states what the child is actually doing is not a matter of opinion, but a matter of fact.

8390. (*Dr. Dunlop.*) Perhaps you would indicate what the result of the enquiry was ?—I purposely left it as it was because it is really not my evidence ; it is evidence gathered from the managers.

8391. (*Mrs. Pinsent.*) Were the schools taken at random ?—No, it was just where we had managers who had the time and the will to do it.

8392. You know which schools they were ?—Yes, I give them there.

8393. Were they in a poor neighbourhood or better neighbourhood ?—Mostly poor neighbourhoods.

8394. With regard to the way the figures were collected, was there a house to house visitation, or is it simply given on the report of the teacher ?—No, it is not the teacher's report. That was the question we asked, whether they could visit. Some of the ladies who undertook it have done it on personal visitation.

8395. It would not include every child, only those whose addresses they happened to know ?—Yes.

8396. That would be rather a small proportion, would it not ? Judging by a similar experience, I find we lose an enormous number of cases, which, of course, detracts from the value of these figures ?—Yes, that is precisely my point ; they are not of very much value I think.

8397. Would you say the cases that get on well are just the cases who would keep in touch with the school and that therefore you would know the names and addresses of the best ones ?—Yes.

8398. How about the cases that wander from town to town ?—We lose sight of them.

8399. Therefore any evidence that is collected in this manner ought to be discounted ?—Yes, a good deal, although the failures and successes are all down there.

8400. Except that there are a large quantity that you know nothing of ?—Yes.

8401. Have you yourself formed any conclusion as to the result of this return ?—No.

8402. You would not like to give an opinion as to the percentage of real successes of the whole number educated ? —No.

8403. You have not given us that in any way ?—No, I could not.

8404. You have mentioned in your statement that the present grant paid by the Board of Education is very inadequate for the teaching given ; it averages a little over £4 per head, I suppose ?—Yes.

8405. And the cost to the rates ?—£8 or £9.

8406. Do you think that it would be an extra inducement to the Education Authorities to put the Act in operation if the grant was materially increased ?—I know that has been suggested to me by many authorities.

8407. If the Act were made compulsory, would you think it would be a good thing at the same time to make an increase in the grant ?—I think it would help materially to soften the burden. It is a burden. These people are sick, and their sickness is expensive. You cannot expect to train these sick children and educate them as cheaply as you can the healthy and whole.

8408. If the Act be made compulsory, you would be in favour, I suppose, of introducing a clause which would make some form of boarding school compulsory ?—Yes.

8409. What would you say with regard to the grant to the boarding schools; would you say that ought to be higher than the grant to the day schools ?—Yes, the cost is proportionately greater.

8410. You think the cases which would be admitted to the boarding school would be cases which would by that education be saved from pauperism and gaol ?—I do not know about pauperism because I am afraid some of them would still have to drift there as adults.

8411. Unless there was a colony afterwards ?—Yes, but I am quite sure the training would be a great preventative of crime.

8412. In so far as the provision of boarding schools to be followed by colonies, would save children from becoming paupers and criminals, it becomes a national matter, and therefore the extra grant would be justified. Do you take that view ?—Certainly I take that view.

8413. In one paragraph you speak about the permanent care of imbeciles. I suppose, as well, you would say that a great many of the cases who are not at present certified as imbeciles require permanent care ?—Yes. With regard to the permanent care of imbeciles, I have thought a great deal about those cases that we admit on probation into the Special Schools. They come to us at seven years of age, and they appear at first to be very hopeful cases, but possibly after a year or two we find that from the school point of view they are failures. It is not the business of our medical man (I mean the Council's medical man) to certify a child as an imbecile, but for the purposes of the schools we do say, "Well, this child is unfit to profit by the education given in this school" ; in other words, it really is an imbecile. When we have done that that child is taken out of the school, and it simply goes back into its home, and you know nothing more of it until it comes before you in some form or another, either in the Maternity Wards, if it is a girl, or if it is a boy, in some Criminal Court, because we have no power to transfer that child to its proper place, but we are rather hindered generally in securing the admission of those children. Of course the Guardians' business, I suppose, is not to increase the rates if they can possibly avoid it.

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8414. Can you give us any case where children rejected by the Special Schools, as too imbecile for education have been refused by the Guardians ?—Yes, there are a great many cases. Things are a little better now, but when we first started I was continually told that I was to mind my own business, which was to educate the children, that is, teach them the three R's, and not to trouble as to what was to become of them. Things have improved a little bit. A case was reported in the papers only last week. It came out that the parent of two children had been ordered by the County Council to take them to the relieving officer and get them into the workhouse. The papers stated that the matron said she examined these two children and they were as sane as she was.

8415. They were idiots discharged from the Special Schools ?—It is a very very sad family history, in fact, a shocking history and a very very terrible case, yet we have no power to deal with those children. The mother ought to go to the workhouse; she requires immediate hospital treatment, but she cannot leave the children with their own father; that is her great difficulty. There was another case of the boy Ford. All the time we had him in the school he could read well and he could write well, and he had a marvellous memory. He was a tiny boy for his age. I was often asked why that boy was in the Special School. He sat in the front row, and the very eyes of the boy attracted attention. He was bright and responsive, if you wished him "good morning," he was most affable. As he got over fourteen I wanted very much to place that boy under the care of the guardians. I admit that the guardians had great difficulty, just as I had a great difficulty, to describe that boy. I asked one of the lady managers to take a special interest in the case. It was a case where there were two deaf and dumb in the family, another one with cleft palate, and so on, but the lady, a kind capital manager, failed. This boy goes about and gets a place. That is what I mean by working *spasmodically*. He is so bright that the employer thinks he is a fine boy and takes him. After a week he refuses to work at all, or gets dismissed. That boy took his sister out. There was one child, Minnie, that promised to be the best of the whole family. He took her out for a walk. The railing in Fulham Palace Grounds was, I understand, quite four feet high, yet this child of four is supposed to have got over that, and she was found face downwards in the water, drowned, he running off in the greatest sorrow to tell the policeman his sister had fallen into the water. There was an inquest and everyone expressed great sympathy with the boy, who was broken-hearted at the death of Minnie. I had said beforehand "this is what will happen—something terrible." I could say nothing in that case, but I feel in my own mind that that boy was guilty of the murder of his sister. I said to my teacher : "We shall hear more of him presently," and within two months he nearly killed a child in a empty house, asserting that the boy called after him, "Who drowned his sister ?" I felt something ought to be done, so I wrote to Dr. Scott at Brixton Prison and gave him the whole family history of the boy, and then I took the trouble to go to the Court

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and see the magistrate, and in the end we have Willie now—he did go to Brixton; he has now gone to Colney Hatch. That is typical of many of the cases. I do not say they are as bad as Ford. That is the type of child that it is most difficult to say what is the matter with. I knew that he was a lunatic.

8416. You were in a position to say that that child should not be allowed its liberty?—I should have no hesitation, in such a case. We get girls the same. I have another case of a girl, who took a child into a house and said "Let us pretend at lighting fires," and she put the wood and paper into the child's lap, poured paraffin oil on it and set it alight. That girl's mother removed out of the neighbourhood, and we could not trace her. I asked for that child to be admitted and taken charge of by the guardians.

8417. And they refused?—They would not have anything to do with her.

8418. (*Mr. Dickinson.*) On what grounds did you ask the guardians to take her?—That she was an imbecile; that is as far as I would go.

8419. Did they attempt to certify her as an imbecile?—No. She could talk with you, and apparently was quite intelligent, but she was always a cruel child by instinct.

8420. (*Mrs. Pinsent.*) Have you ever known of such cases never getting beyond the relieving officer; parents applying to the relieving officer, and his telling them it would be a pity to "put the child away," as they call it?—Yes, I have been told that, and when you ask the officers they say they did not—but I have been told that on several occasions.

8421. You believe it to be the fact that these cases are stopped at the relieving officer?—Yes. I generally take the precaution of finding out the guardian, and have been doing so for the last two or three years; that has a much better effect.

8422. That ensures the case being considered, but not the admission, perhaps?—In certain districts it secures the admission of the child; it depends entirely upon the guardians.

8423. There is one other point that I want to ask you about, and that is purely an educational point. On page 483 you say: "The first object of the Special Schools is to give main attention to the matter in which the child is most defective; that is, if a child can read and cannot count, the teacher devotes her chief attention to teach it to number." I suppose this only refers to the better cases. For instance, when you come to the conclusion, as I am sure you sometimes do, that the child is absolutely defective in the way of number and can never be taught, you would give up trying to teach it number?—I am afraid I have put it very badly; this was very hurriedly got together; I am rather overworked. If a child cannot read when it comes into school I am not sure whether it is that it has not had the individual attention that it requires, so it receives it; but after a time when it has had that attention and still cannot read, I think it is a waste of time to go on trying to teach it reading.

8424. Can you get your teachers to take that point of view?—If they are told that this should be left off, it is left off.

8425. I was looking at the time-table you have been good enough to give us. It works out at six hours and twenty minutes per week given to the three R's and six hours and fifteen minutes to the manual work?—Yes.

8426. Is that ever modified?—It has been lately, a good deal.

8427. For instance, these children of whom we have been talking, who prove themselves incapable of learning to read and do arithmetic, would they have a greater number of hours' manual work; is it necessary, from the point of view of classification, to keep them at their desks?—Yes, you cannot take out one or two children. There are a few that are allowed to do any other occupation during that time, but not as a class. You cannot take them out; there are not enough of them. Though that says "reading" it is not really reading; that reading lesson very likely consists of making a child articulate; nearly all the reading lesson may be a lesson in articulation solely; the weaker child requires that, it is not purely reading.

8428. Suppose we could do away with the difficulties of classification in that way, it would be your opinion, I suppose, that those children who were incapable of learning to read or to write would be better employed at some form of manual work?—Yes, having made up your mind.

8429. Then you consider a Special School is not a place for these children?—No, not the place.

8430. They could be classified with greater advantage on the colony system?—Yes.

8431. I suppose it does lead practically to a great many children who are retained in the special classes sitting at their desks and not doing very much while reading, writing and arithmetic are going on?—Very little mental process going on, but you are forming habits in a child—some form of attention, and also keeping it a bit still, which is something.

8432. From the purely educational point of view it is a waste?—Yes, it is incapable of mental process, really.

8433. (*Dr. Dunlop.*) You were a member of the Committee on Defective and Epileptic Children?—The Departmental Committee.

8434. As a member of that Committee responsible for separating the mentally defective children from imbeciles, do you think that that division has been a success—have good results warranted your making that division?—Yes.

8435. If you had to do that again, would you still advise a division?—Yes.

8436. Are you satisfied that the two classes do not come together in your special schools?—No, I am not; we often stretch a point because there is no provision for a particular case.

8437. I suppose, as a matter of fact, 50 or 60 per cent. of the children in Special Schools are imbecile?—I must not say that.

8438. Why say "I must not say that," when the fact is that they are? Is not that so?—You mean they are of such a low grade? They are mentally of a very low grade.

8439. The great majority of them cannot be educated to the second standard?—No.

8440. The vast majority?—The vast majority.

8441. And they are typically and essentially imbeciles. What is more we have some very marked cases of imbecility in view in these schools; I saw some the other day?—I know we have.

8442. Let me go back to that question. If you again had to suggest how the mentally defective children were to be dealt with would you again divide them into feeble-minded children and imbeciles, or simply have the one class?—I would divide them. I should like to have a better classification than we are able to have now.

8443. Is not your experience that this classification is impossible? You have had thirteen years' experience of it, and at the present date the classification is not done?—You cannot do it. You cannot make a child travel all over London; there are not sufficient near their homes to warrant establishing separate schools for the separate grades.

8444. That is exactly what I wanted you to say; it is a division that cannot be carried out in practice?—That is so.

8445. Therefore, being not a practical classification, it is not a classification which you would advise in the future because it is impracticable?—No; it is impracticable.

8446. You have had thirteen years' experience of these Special Schools. Have you come across encouraging results from them?—Yes.

8447. Do you know imbecile, very backward children who have been through these schools and been thereby converted into useful individuals?—Yes, a certain proportion. I cannot give you the proportion, but those will be the very highest grade. The very first remove from the normal.

8448. Who might perhaps be dealt with in ordinary schools?—They would have never done anything there You must picture the school with sixty in a class; that child is absolutely lost amongst those sixty.

8449. There are a few of the very highest grade that turn out successfully?—Yes.

8450. I think we can take it they are the exception of special schools?—Yes.

8451. And the vast majority of children that go to them are not turned into useful citizens at the other end. —They are all much improved.

8452. Does the improvement go to the length of making them into useful citizens in a majority of cases?—By a useful citizen do you mean a self-supporting citizen.

8453. Yes?—No, they are not self-supporting.

8454. They are not sufficiently improved to take charge of themselves in after life?—No.

8455. Or to compete with other children, or to carry on a self-supporting occupation?—Not self-supporting; partially supporting, certainly, through the training they get.

8456. The exception is a complete success; the rule is a comparative failure; is not that so?—Yes, if by "failure" you mean not self-supporting.

8457. Do you think such results warrant the enormous expense incurred?—Yes, I think that those children certainly have their rights, and the parents of such children have their rights educationally as well as a normal child; I feel that very strongly.

8458. How many successes are annually turned out in London? Do you think you could say there are ten of these cases per year?—Yes; a couple of hundred.

8459. As many as 200 a year?—Yes, reckoning those who can return to the elementary school, and those who go out and partially support themselves.

8460. I am not talking about partially supporting; I am talking about completely supporting—independent individuals. There were seventy-nine transfers to ordinary schools last year; that is only a small portion of the 200, is it not?—A great number certainly go out and hold their place.

8461. That is a very indefinite answer?—I cannot give you the percentage; I have never worked it out.

8462. Can you tell me of cases that have been undoubted successes?—Compared with their brothers and sisters, yes.

8463. No comparison at all—I mean cases of absolute success—for instance, have you turned out a girl to become an absolutely competent table maid?—I have a good number who are servants holding their places and so they are keeping themselves.

8464. There are places and places. Has anyone, in your experience, turned out a thoroughly competent table maid, or lady's maid?—No, not like that; we are very glad when we can get them into service at all.

8465. A general servant in a lodging house?—No, I bar the lodging-house, if I can get my way.

8466. But can you get them out in private families?—As single servants in most cases.

8467. As cooks?—No, as helpers in the kitchen.

8468. You cannot expect them to become cooks?—No.

8469. What is there in the results that we have got from thirteen years' experience, that warrants an expenditure in London alone of between £40,000 and £50,000 a year; it is a large sum of money?—You cannot gauge that unless you see the children as they leave and as they come to us. There is no comparison between the child as he or she comes into the school, and when they leave.

8470. Would not day nurseries fulfil the same function? —I do not think so. I have seen the effect of what is called the nurse teacher; I do not think the results are comparable with ours.

8471. In what respects are they different?—Totally different; from a school point of view, I mean.

8472. The school point of view is the one which you allow is a comparative failure; very few are admitted to the second standard?—You must remember there are a great many so-called normal children who do not get to the second standard.

8473. By the time they come to fourteen years of age? Yes.

8474. They are defective too, are not they?—I am not prepared to say that. We turn children back at ten years of age who do not know a letter of the alphabet—still fit to go into the elementary school; we do not receive them into the Special Schools.

8475. Some may have been neglected in youth?—Yes.

8476. Children who have been educated from five to fourteen and cannot pass the second standard are *ipso facto* defective?—Something is wrong with them.

8477. These schools cannot take very defective children and make them into efficient children, so the education of these is a comparatively small matter of book learning. I want to know how are the Special Schools in any way better than the well-conducted day nurseries?—I could not compare them at all. The atmosphere of the day nursery would be a totally different matter to the work going on in the Special School.

8478. In what respect would it be worse; I do not say my own opinion—I am asking yours?—I cannot compare them; I cannot see the least analogy between a day nursery and a Special School.

8479. Children could be taught cleanliness in a day nursery, and washed and clothed and generally supervised, and have a little medical nursing and a little gymnastics—walking about?—I do not like your word "little." We aim at very good gymnastics, and my teachers have to possess a certificate.

8480. Is that an advantage?—Yes.

8481. How does it affect the children whether the teacher holds a certificate, or not?—The system is better. Surely the properly trained person is a far superior person to deal with a child than an untrained person.

8482. Do the results warrant that heavy expense? what proof have you to give us that the results got in the special schools warrant this enormous expense? I am afraid the answer is nothing?—I should not like to say that; I do not say that at all.

8483. Beyond general hygienic improvement and the teaching of manners and habits?—I do not feel that. Looking at the results as I look backward, I see so much improvement in these children—such a vast improvement—for instance, I get so many of them who can at least sit down and read a little to themselves; I think that is a great gain to that child. They can do needlework; that is a great gain to the child.

8484. Does it require all that expensive machinery to teach that child needlework?—The Government says only a trained teacher can teach it.

8485. That is news to me. I press this because one of your recommendations is that this 1899 Act ought to be made compulsory. The first evident flaw in it is that it separates imbeciles from feeble-minded, which you allow is absolutely impracticable, it cannot be done; it is an overlapping class and the two names refer to the same class?—It overlaps at both ends.

8486. There is no practical division?—I do not say there is no practical division; I say it is a great difficulty.

8487. You allowed it was impracticable a few minutes ago; that is one thing; and the other is the enormous expense. If London costs between £40,000 and £50,000 a year, the whole of England would cost twenty times that? —It is the only way of opening the eyes of the people to what is going on; they would realise what the feeble-minded question is, if they had to pay for it.

8488. Do you not think the money would be much better spent by giving them custodial care in institutions? —You will not decrease the cost thereby.

8489. No, but we shall always have a little money in our pocket towards the cost?—I take it someone would be paying a higher rate for custodial homes.

8490. Are you of opinion that Special Schools will save the number who ultimately will require custodial care? They will reduce the number a great deal.

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8491. You use the term "great deal"; will that reduce it by 10 per cent. or 5 per cent ?—Certainly 5 per cent.; I do not think I can pledge myself to 10, but certainly 5.

8492. You refer to the necessity of boarding houses for these Special Class children. We will come back again to this division of them into mental defectives and imbeciles, which division is impracticable as we agreed. The boarding-houses would doubtless hold imbecile children. In what respect would they be different from imbecile asylums ?—It is so exceedingly difficult to get a doctor to say a child is imbecile. Doctors will certify a case as imbecile if it is a really anti-social case; I mean by that if it is really violent in any way, then you call it an imbecile. I think you saw those girls at Rastell Avenue. Do you think any medical man would certify one of them as imbecile ?—My experience of the medical men is that there is not one of them who would certify those as imbeciles.

8493. But they are decidedly anti-social. They are decidedly imbecile girls. The County Council get payment for those girls, I understand; the Council does not support them entirely ?—The parents support according to their means; the most we are getting is 2s. a week from any parent.

8494. You are getting payment for receiving a mentally defective person ?—I would like to point out that there is not one of those children that is certified as imbecile.

8495. No, but I think you agree with me that they are so ?—I should say they are, but no medical man would say they are.

8496. I am a medical man, and I say they are ?—You would certify them ?

8497. Yes ?—That is going a great way; you are the first medical man I have met who would do that.

8498. You consider them as imbecile in your experience ?—Yes, I have no hesitation in saying those girls are imbecile and unfit to have their liberty, yet they are all going back to their homes.

8499. In what respect does the boarding house at all differ from the imbecile institutions ?—In the institutions I have seen you have such extreme cases. I do not think it would be fair to put those girls with the slobbering idiots that I have seen in asylums. That is my feeling in the matter. They should be in asylums if you have more classification; the whole thing turns on classification.

8500. Your opinion is that in asylums classification is impracticable ?—Yes.

8501. The asylums are faulty inasmuch as they have not got this complete classification ?—Yes.

8502. Otherwise they are essentially imbecile institutions ?—Yes.

8503. What about the authority for these boarding houses; should they be under the same authority as the other imbecile institutions ?—I do not know what authority, but I do think all children of school age should be under one authority.

8504. Whether they are educable or not ?—Yes, I think they should be under one authority.

8505. And that authority the County Council ?—I do not care what authority so long as it is under one authority.

8506. Have you any opinion to give as to the relationship of these boarding houses for imbecile children to the Lunacy Commissioners ?—No, I do not know anything about the Lunacy Commissioners.

8507. You told Mrs. Pinsent that the County Council feel there is a great want of power by which the most hopeless of your Special Class children can be ordered into imbecile asylums ?—Yes.

8508. Do you really think that power should be given to the County Council ? It would be a very strong step ?—I think you could meet it if you gave the County Council power to have that child examined by an authority to pass it on. We have no power now except to shut the child out from our schools; there our power ends.

8509. You can submit the case to two medical men, and they can sign the certificate ?—No, we cannot do that.

8510. Why not ?—The parent alone can do that.

8511. Does the parent apply ?—The parent does not apply, because the parent says, "This child can go out and earn a few pence for me."

8512. It is the power to overrule the parent ?—Yes.

8513. You would only want to use that in cases where they are palpably neglected ?—Yes.

8514. There is a matter that has cropped up in recent evidence before this Commission, that is that Guardians have refused to have children of poor people certified because those poor people could not pay 2s. or 3s. a week. Have you had such cases of your own knowledge ?—I will not say I have ever had them because of the payment, but it is not at all an uncommon thing for the Guardians to refuse the children.

8515. But the special point I was wanting to know if you have come across is the fact that they refused because the parents will not pay ?—No, I should think that the point would rather be that the parents carry the proceedings on until they are told what they have to pay, then they back out of it; that is rather different, that is my experience.

8516. Then there is no protection given to the child ?—None at all.

8517. In your statement you say "The accommodation provided by the Council for the feeble-minded meets the requirements of about two-thirds of the children; the remaining one-third—the imbeciles—are, in the present state of the law, practically uncared for." You must know there is a good deal being done for imbeciles in London ?—For the pronounced imbeciles, yes. *Vide* par. 5, page 484.

8518. There is a very large asylum at Darenth for them ?—Yes.

8519. And the Metropolitan Asylums Board have boarding houses for them ?—Yes.

8520. And there is the National Association likewise ?—Yes.

8521. "Practically uncared for" is a very strong term; do you care to modify that ?—All those institutions are only touching the mere fringe.

8522. They are not sufficiently cared for ?—No; it is the accommodation that is so insufficient.

8523. The accommodation is utterly insufficient ?—Utterly insufficient.

8524. You do not want to ignore the work of the other bodies ?—I do not mean that.

8525. You rather draw attention to the fact that it is not yet enough ?—It is the accommodation that is insufficient.

8526. (*Mr. Dickinson.*) I just want to follow up that point that Dr. Dunlop has been speaking about, the question of the effect of these classes upon the children. Dr. Kerr in his evidence gave us the results of an inquiry in 1903 in which Dr. Cole, Dr. Berry, Dr. Thomas and yourself gave some reports by reference to the prospects in life of those children over and under twelve who went out of certain classes. I have put those figures together. You were asked to report (*a*) as to children who would probably earn their own livelihood (*b*) as to children who would contribute materially to their own support, and (*c*) as to children who would not materially contribute to their livelihood and required custodial treatment. Now the figures these two gentlemen and two ladies gave varied rather, but the total came to this, that out of the total number of 433 cases which were reported upon, (*a*) amounted to 198; that is, children who would probably earn their livelihood; (*b*) children who would materially contribute to their own support, 122, and (*c*) children who will have to have custodial treatment, 113. Roughly speaking, 113 is a quarter of the whole; three-quarters come under (*a*) and (*b*) and a quarter under (*c*). It is your opinion that with regard to those three-quarters, that is, under (*a*) and (*b*), those children were rendered more likely to be able to contribute to their support by the classes than they would have been if they had had no classes at all ?—Certainly. I wanted to emphasise that fact; they are totally different children after the training to what they were at starting—infinitely better.

8527. Therefore, so far as regards three-fourths of the children in the Special Classes, those Special Classes do give

them more opportunity of earning their living than they had before ?—Certainly.

8528. We got from Dr. Kerr, I think it was, and Miss Lawrence, some figures with regard to the number of children that are in these classes. As you know, they have increased very rapidly in the last few years from about 2,000 mentally defective to 4,446 in 1904. Is the number still increasing ?—That number is still increasing.

8529. To what extent do you think it will increase ?—It is increasing very rapidly now because the unprovided schools are coming in ; that has caused the sudden rush, and we have no statistics in London yet worth recording with regard to the numbers, because all our statistics have been upset during this last year since unprovided schools have been coming in.

8530. You have not been able to form any rough idea as to the extent to which that will increase the number ?—The number excluded now, not eligible even for the special schools as imbecile, is greater than we have ever had. It keeps going up, because we are only now getting at it.

8531. I think Mr. Allen said he estimated there would be 5,000 or 6,000 ; the number of mental defectives in Miss Lawrence's table was 5,808, and that is going to be increased ?—Yes. I was only saying in the office yesterday we have no guidance as to the real number yet.

8532. Would you be able to say from the figures which were given in the report, and from your own experience that the children who ought to be provided with Custodial Homes amount to one-fourth of the children that are looked after in Special Schools ?—I should like quite one-fourth, but I am doubtful whether you would get any authority to adopt one-fourth as fit for Custodial Homes. They take a lower standard—it is the standard which you take—the type of child you think ought to go into the custodial home. The standard at present for the homes I think, is rather higher than would admit of one-fourth of the children going into the custodial homes.

8533. I am anxious to get at this ; the figure I gave, one-fourth here, is one-fourth of the children over twelve ?—That is a different matter.

8534. I suppose that would not be one-fourth of all the children in the Special Schools ?—No.

8535. Because a good many of the Special School children have passed out of the Special Schools before twelve ?—Yes.

8536. I suppose they do not pass out for any other reason than that they go into the ordinary schools ; the parents would not take the children away ?—No, they pass out to go to the elementary school or as unimprovable.

8537. As imbeciles ?—Yes.

8538. Then you cannot say that the children over twelve are either extremely unimprovable or extremely improvable ?—No.

8539. You cannot give us really any reliable estimate as to what the provision would be necessary to supplement what you look upon as a need, namely, a provision for these particular children after school age ?—I have an idea that on working colonies those children could be very usefully employed.

8540. Which children ?—The children who ought to go to the custodial homes.

8541. I was asking whether you could give us an idea of the number at all ?—No, the difficulty is the standard that people take. Nearly every medical man takes different standards. We, of course, on the Council are gradually now getting our people all working together, but go into another district, for instance, and I see a school where I should at once say every child is an imbecile, taking in a much lower grade child than we take in, and on the other hand we take in a lower grade child than I have seen in the German schools, so that the standard is so difficult to arrive at.

8542. You are stricter in admitting to the Special Classes than the Germans ?—Yes, many of the children that I saw in the German schools were far superior to what we should take, just as in our own country, under other councils, I find a much lower grade child in the schools than I should like to see my council admitting as an education authority. I do not say but what every child wants their care, but I represent an education authority, and I consider they are in most cases too low a grade for the education authority to be attempting to teach.

8543. We are trying to teach in the ordinary way children who had better be taught in an extraordinary way ?—Yes.

8544. You, of course, at the present moment are turning out children from these Special Schools ?—Yes.

8545. You have got to that stage in which there is a normal output, so to speak ?—Yes.

8546. What do you do with those children ? Do you form any estimate as to what they are going to do ; they are thrown upon the world at sixteen ?—Yes, at sixteen or under—between fourteen and sixteen. They must be over fourteen and under sixteen.

8547. Can you tell us, first of all, what is the number of children that go out of your schools every year ?—No, I have not added it up ; the age determines when they go. I could easily get it ; I get it every year.

8548. Do you have any report upon these children who go out ?—Yes, in a great many schools.

8549. Have you particulars which would show what children go out and what condition they are in ?—Yes, we have tried to establish, in some cases, school clubs to watch them. In some instances we are successful ; when there is an active manager to help the teacher it can be done.

8550. Do teachers make any attempt to get the children into voluntary homes ?—No.

8551. With regard to what you stated just now about giving these children manual training, do you attach importance to that ? What kind of manual training can you give ?—If we get the child young enough I start with the idea that I must cultivate the power of observation. I attach great importance to cultivating that power. Next, to use their hands deftly. The feeble-minded child picks up nothing, as I would pick up an article. It seems to me so often to be defective in most of its senses, it does not seem to hear acutely, it seems dulled in every way. We aim at making them use their fingers, so that we begin with childish things and gradually bring it up. Some of them become very clever indeed with finger work, while totally incapable of doing any mental work.

8552. What sort of finger work do they do ; of such a kind that it would be saleable ?—Some of the girls do fancy work very well, they make wool rugs very well indeed. That is heavy work ; we put the stronger children to that. That is another difficulty of giving them work, some are so weak, both brain and body seem weak, they are wearied after very little exercise so that one child has to rest while the other child is prodded on to keep at work, feeling that it is incapable of work ; they do cookery, they do laundry work.

8553. What cookery do they do ?—Under careful care the instructress tells me our children do very well indeed, but I would point out certainly that they are my selected cases. To do cookery I should not send a child who could not be trusted to handle anything hot. The cookery and laundry instructresses have frequently told me they would as soon have my children as the normal. They are very patient, very often ; they will simply go and do what they are told.

8554. That is another class, after teaching is over ? Is the result satisfactory ?—Yes. As a rule laundries are not places you would like to send any girls to. That is my experience, what I know of them, but if the laundries were well conducted I think the girls could go and do work very well indeed with very little guidance.

8555. That is to say the teaching you have given them in these schools is sufficiently impressed upon their memory and might enable them to take part in ordinary laundry work ?—Yes they cannot do written work, but the syllabus has been altered to suit my children. I have pointed out to my teachers that the written work is of very little use, so that all their time in the classes is devoted to practical work.

8556. With regard to boys what work do you make them do ?—I started with the idea that I would try some of the boys with the cookery, because there were one or two rather bad cases of girls who were vegetable girls

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in low grade restaurants who came to grief, and I thought it would be a good thing to let the boys come down below and work there. Some have done that. I think a great many of the boys might very well go in what has hitherto been a maid's place, as a vegetable man. I would put a lot of them into it; they can do it very well.

8557. What other manual work?—The boys do wood work; there we have some very good returns.

8558. To what extent?—They cannot do the geometrical drawing, that you can imagine; they measure indifferently, but they can do the planing, the nailing, and a good part of the ordinary wood work very well indeed.

8559. Do they turn out things which would be saleable?—Yes.

8560. With regard to the residential schools, the County Council has practically resolved to give up Rastell Avenue?—Yes.

8561. That is for other reasons than residential reasons?—Yes, the Chairman was careful to say that the experiment was not a failure in any way, but the cost was so great and the house was not suitable.

8562. But apart from that, you think the residential schools would be successful?—Yes.

8563. And would serve a want?—Yes.

8564. As far as the residential school goes, most of the inmates, I think you said just now, are practically imbeciles?—Yes, I still want to explain that I say that because that is my opinion about them; but I have never known such cases certified in any way.

8565. The Council has not tried residential homes for the superior section of the feeble-minded at all?—No, we are going to try one. Acre Lane, which we open after the summer recess, is for the improvable cases amongst the boys.

8566. You have not had experience of that yet?—No.

8567. I see you agree that boarding out children for this purpose is not advisable?—No.

8568. After all, does not that depend very largely on how they are boarded out and how they are looked after?—I think they want so much care, that I cannot conceive of there being a supply of foster mothers capable of undertaking the work.

8569. Of course in London it is not so necessary; in some parts of the country it might be a solution of the question?—I think to meet the wants of the country I would have a residential Home to which children from various parts should be sent rather than I would board them out in a labourer's home, or anything of that kind.

8570. A residential school of course is expensive?—Yes. I do not think it would be more expensive than boarding them out.

8571. (*Mr. Byrne.*) You say in two places in your memorandum that there are girls and boys who "about two years after leaving school became physical and mental degenerates always to be pitied rather than blamed so long as society tolerates their enjoying their liberty" instead of keeping them usefully employed on a working colony. Again, you speak of cases of the same sort in which the child leaves the school and "goes into the labour market, where he or she rapidly deteriorates physically and mentally, ending his or her career as a burden upon the State." You have now seen a good many children in your schools as you have had an experience of some years?—Yes.

8572. Could you enlarge those two sentences so as to give us some idea of the nature and amount of the evils that follow the want of care for these children. What do you mean by saying these boys and girls rapidly deteriorate physically and mentally? Does that mean you find a considerable portion of them insane?—Some of them have been certified and taken away, others have been had up for petty thefts, or cruelty, or fighting in street brawls. They are subject to spasms of anger. Some of the girls drift into the workhouse maternity wards. I have asked several matrons and they tell me that very frequently these girls are feeble-minded; not, of course, nearly all.

8573. Are the feeble-minded girls worse than the bad girls who are not feeble-minded, of the same class? Have you from conversation with others and from your own experience come to the conclusion that a large proportion of the feeble-minded girls get on the streets?—Yes, I think that.

8574. Do you think there is fairly conclusive evidence of that?—Yes, I think so. Before I took up this work, on Saturday morning when I was free from school duties I used to go to the Southwark Police Court, and see the girls who were brought up for brawling over-night. That was before I turned my hand to this work. I was much impressed with the silly laughter, and the perfect unconsciousness of the position in which they had placed themselves. I often talked with them; I tried to get them into various places of work where I could keep some eye on them, but it was most difficult to do anything with them; they were certainly what I should now call feeble-minded.

8575. Do you think that in addition to coming to grief themselves they are in any way a cause of degradation in the neighbourhood by evil example?—That I am quite sure of; their influence is decidedly bad and very bad.

8576. Even among more sensible girls?—Yes, because their feeble-mindedness is not a known factor, as it were. It has a very bad influence indeed, and the feeble-minded child is reckless; she has no reasoning faculty.

8577. Do they become drunkards very much?—I do not know about drunkards; they are untruthful, and I was going to say they lie scientifically.

8578. I suppose the argument against the local scandal and bad example would not apply so much in the case of boys; they would be more despised than imitated by their fellows?—I do not know. I think their habits, and their whole trend of conduct are demoralising. I know that in many instances.

8579. Without professing to give exact figures can you give us a general idea as to the probability of an ill-fate being likely to come over a boy or a girl, leaving these schools, whom you now describe as requiring custodial treatment? Would you give them half a chance of getting through the world without crime or vice or degradation, or would you say they are almost certain to sink, or that it depends a good deal on their circumstances?—It depends a good deal on their home circumstances.

8580. It is important for us to find out exactly what this danger is. How would you express it? The State cannot undertake mere philanthropic work. If the cases who fall into crime or degradation are so few that they merely indicate a want of proper care there might be "after-care" associations, and no call for anything else by the State, whereas if the danger is almost certain it would be a State duty. Which do you think it?—I think the tendency is to fall into evil ways either from their own will-power or their own weakness; the weak one is led astray.

8581. The tendency undoubtedly is that; but in your opinion, after all your years' experience, you think it is such a crying evil that you consider the State is called upon to intervene?—I do.

8582. Would you go so far as to say that you think if the State did act in the ways that you have suggested, it would have the reward of helping to diminish the number of these people?—I feel that.

8583. And that it would not take a burden on itself without equivalent advantage?—I think you would get equivalent advantages, because I think the people would really realize what this feeble-minded question really is.

8584. When you see one of these boys or girls leaving you, of the type which you think ought to be detained, do you say in your own mind, "that person I am sure will be a burden on the community in the sense that it will be a tax on someone else's earning power, or a nuisance to them in their home and perhaps a degradation." Would you go so far as that?—Yes.

8585. Or you would say: "There goes a person who will never earn as much as people of his own class, but will always be poor, and perhaps now and again get into trouble." I only want you to try and express to us the degree of the evil which you say exists?—That is the crux of the question, is it not, this classification or definition of the type of child?

8586. It is what we are here to advise on. You have

had so much experience in the matter that we should like your opinion?—When discharging a child I do in my mind exactly classify them as you say: that that child will get its living spasmodically at times, the other will plod along and do; it has a higher moral character than another one. I could not give you the percentage.

8587. Supposing all children are simply in the position that you could say they would not do very well—they would be casual labourers rather than the aristocracy of labour; you would not suggest the State should interfere?—Not with those; the interference comes with the exceptions.

8588. So that the number whom you think require custodial treatment would be comparatively small; it would not be anything like the total number of those issuing from the Special Schools?—No. In each school I could go and show you, in my opinion, what that child wants, the few that want that permanent care.

8589. And I have no doubt you could do it with accuracy and put your hand on those that really did require it; but could you yourself pick them out from other schools? Could you go to Birmingham, for instance, and after talking with the teachers pick out those that require custodial treatment?—I have gone round with Mrs. Pinsent; the teachers have told me "that is very good"; they have said "you have hit that child off"; but still I should not like to say that that could be done; it would be a very risky thing to do. When you have had long experience with children, almost as soon as the parent brings the child in at the school door you can sum it up.

8590. You would not suggest that every child issuing from a Special School at the age of sixteen could even presumably be thought fit for a Custodial Home?—No.

8591. But the teacher could pick one out of three or one out of five, whatever the number was, and say, this child requires to be sent there?—Not the teacher.

8592. The education authority?—Yes, the education authority.

8593. As regards the other people, do you think the State might wait until it got hold of them in other ways; if they did get into the hands of the Poor Law or the prison, that would be another way?—That would be another way of getting them. I noticed what Dr. Mott said; I was very much interested in his evidence; knowing some people who have been discharged from the asylums, that cured list is not quite what one thinks it is. It seems to me after the people have been returned that they should not be called recoverable cases. It is the same with the feeble-minded; the child that has pre-natal brain trouble never is a whole child. No amount of training will make it a whole child.

8594. Still there are so many whose defect would be so slight that you would give them a trial?—Yes.

8595. And only catch them when they had become a nuisance?—In the paper this last fortnight there were two terrible crimes recorded; two others I have missed. I think there were four. In this case the boy had been unable to work, he was weak-minded. In each case it comes to be the same, they are weak-minded.

8596. I want to put another practical question. Supposing the Act of 1899 were made compulsory do you think that it would require any amendment, or are its terms all right as they stand?—I think the terms are right.

8597. It provides sufficiently, you think, for combination of different bodies and so on?—Yes; I want to see the Act compulsory, and before we can really do anything effective in regard to Custodial Homes the parents must be compelled.

8598. It must be compulsory both on the authority and the parent?—One is useless without the other.

8599. I want to put a similar question about the Minute of the Board of Education on the Special Schools. Is there anything in it which you would like to see altered; is there anything in it which makes it more expensive or difficult to deal with these children?—No, the Education Department so far as London is concerned has been very considerate, it has allowed us to experiment. For instance, I have never in the least been hindered in carrying out any reform I wanted in the school work—never once.

8600. They have winked at experiments departing slightly from the law?—Yes.

8601. And that has been necessary?—Yes, quite. They have been very liberal in that way. If they had been as liberal with money I should have been glad.

8602. On the whole, in that matter you have no specia suggestions to make?—No. Their standard is high for their building requirements.

8603. One thing is that rooms must be constructed on the ground floor?—Yes, I want my senior boys' school built on two floors.

8604. I should think so; why not three?—I would like my training shops underneath and my school room on the top; I think that wants altering. I also think the Board of Education rather worries us in regard to our entrances; I do not see why it should be necessary for a boy to enter at one door and his brother at the other I think they might cross a yard. I think they might meet us there very often.

8605. Each class must have a separate teacher is that kept to?—Yes, I should not want to see that altered; it would be a dangerous thing to alter I think.

8606. On the whole you are satisfied, and I presume you could, if necessary, get a change by appealing to the Board of Education?—We have already prepared to ask them with regard to the erection of our buildings.

8607. (*Chairman.*) Is there anything else that you wish to add?—I think not.

TWENTY-THIRD DAY.

Friday, 7th July, 1905.

PRESENT.

The Right Hon. the EARL OF RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C., C.B.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

Miss ROSE TURNER, L.R.C.P., L.R.C.S. (Ed :), called ; and Examined.

Miss Rose Turner, L.R.C.P. L.R.C.S. (Ed.)

7th July, 1905

8608. (*Chairman.*) You have been Medical Attendant at some of the Homes under the Metropolitan Asylums Board ?—Yes, four of the homes, or five, I think they call them ; Lloyd House and 12 Lloyd Street, Pentonville ; 16 Elm Grove, Peckham ; 60, 62 and 64 Kingwood Road, Fulham, and 81 Earlsfield Road, Wandsworth.

8609. For how long ?—At Lloyd House for five years ; it has been open six years. I had the appointment a year after it had been opened ; all the others since the opening. Fulham was opened in 1900.

8610. You have been so good as to give us a statement of your evidence ; are you willing that we should put that on our notes ?—Yes.

8611. There is nothing you wish to alter or add to ?—No.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY ROSE TURNER, L.R.C.P, L.R.C.S. (ED.)

1. When last classifying the results of my experience with feeble-minded children, during the first quarter of this year, I found that 127 children had passed through the four Homes for feeble-minded children, to which I am acting as Medical Attendant under the Metropolitan Asylums Board, and that there were in addition 68 others similarly afflicted in whom I had been interested professionally, 28 of these being feeble-minded children among Juvenile Offenders.

Training of the feeble-minded in existing homes.

2. Of the routine and daily working of the Homes under the Metropolitan Asylums Board I have an intimate knowledge. The children are all drawn from the Unions, and it is this class whose welfare is more particularly the concern of the State—and of the 127 already mentioned 70 were boys and 57 girls. The Homes in which they live are situated at Peckham, Fulham, the Wandsworth Road and Pentonville respectively, the two former being for boys and the two latter for girls. They are situated in the above neighbourhoods in order that the children can attend the Special Schools provided by the Educational Authorities.

Admission age.

3. No children are admitted under seven, that being the age limit fixed by the Local Government Board, but unfortunately a very few reach us at this age, the average age of the girls admitted into Lloyd House, Pentonville being 12½, that of the children admitted into two other Homes over 10, and that of the children admitted to the fourth Home just under 10. The average admission age for the whole number therefore is rather over 10½.

Staff.

4. The Staff in each Home consists of a Foster Mother or Matron with from one to four assistants according to the number of children, and the success of these institutions, it need hardly be said, depends in great part on the capability and good sense of those in daily contact with the children. The children attend daily at the Special School, to and from which they are taken by a member of the staff, only a few of the older boys being trusted to go alone.

Home-life.

5. As much as possible the life of the children is made happy and home-like. Where there is sufficient ground each child has its own garden ; they are frequently taken out to the parks or commons on Saturdays for the whole day, and occasionally they visit sights of interest. Every year they go for a summer holiday to the seaside. The giving of weekly pocket money has been adopted both with a view of teaching the value of money and as an incentive to good behaviour, and the children are allowed to spend this on anything they like.

Weekly instruction in drill is given at three of the Homes with very beneficial results. Lessons in basket-making, too, were for some months given in one of the Homes, and the girls were much interested and made very satisfactory progress.

At two of the Homes there has been an annual entertainment by the children, when exhibitions of drilling, songs and recitations were given by the pupils.

Destination after discharge.

6. In the ordinary course, when about 16, or, in the case of the boys, rather younger, the boys are sent to a home at Wandsworth under the Metropolitan Asylums Board, where they are taught the rudiments of such trades as tailoring and bootmaking, and the girls to the temporary colony at Brentwood, where they are trained in industrial and domestic work, and to this institution the boys also are sent ultimately.

Out of the 127 I found that 22 had been returned to their Unions as unsuitable cases, unable in most cases to profit by the training of the homes ; three had been certified as imbeciles and sent away to other institutions, seven had been returned to their parents, and five had been placed in situations, four under the Board and one under supervision in a girls' club in London.

Results of training satisfactory

7. The results of the training in the Homes have been, in my opinion, most satisfactory. There is no comparison between the children newly admitted and those who have had the benefit of the training for two or three years. At first they are often without any idea of personal cleanliness or self-help, and cannot even use a knife or fork in eating. Later on they not only have acquired all such useful habits, but they take an evident pride in learning more difficult accomplishments, and become of real use in the Home by performing light duties. Also from a moral point of view they show marked improvement ; in many cases, for instance, children who have been subject to violent outbreaks of temper have, after a few years of training, learned self-control to a wonderful degree.

It is a specially encouraging point that five of the oldest girls from the Home longest established have been placed in situations where they are doing well and giving satisfaction to those over them. But in all cases they are under supervision, and here it is necessary to say that it is very unlikely that many of these feeble-minded children will ever be able to take their place as responsible workers, but will always require to be supervised. Still, it is encouraging in so far as there seems no reason why, under supervision, they should not become self-supporting.

Deterioration of children discharged to relatives.

8. I have been able to see only two of the boys who were returned to their Unions as unsuitable, and afterwards claimed by their parents. In both cases I saw them after an interval of three years, and, according to the account given by the parent, as well as from my own observation and examination by sensory and mental tests, I found that there was marked deterioration in the mental condition of both, and I should now have no hesitation in certifying one or other as imbecile.

I may add that on the admission of the children

into the Homes their photographs are taken and they are fully examined, physically and mentally. All this is repeated every year. A full-face and a profile photograph are taken each time, the latter being to show shape of head. Although, of course, facial expression is not always a reliable test, it does to a certain extent show improvement or deterioration in the mental condition. Some of these photographs I have, in compliance with a request, placed at the service of the Commission.

See Q. 8716.

Importance of the family history for prognosis and treatment.

9. As I am impressed with the importance of knowing what hereditary influences are acting on a patient when considering the treatment and prognosis of a case of feeble-mindedness, I have from the first made every effort to get a reliable and detailed history of the child's nearest relatives and its own early life. Any parent or relative who could be traced I have myself interviewed, and in some cases more than one member of the family. Sometimes it is difficult at the beginning of an interview to gain the confidence of the informant, but with patience and judicious guiding the truth can be elicited, more especially if it is made clear that the information is required in the child's interest, and that if the wish is expressed certain facts will be treated in confidence. It need not be said that this I make a point of doing.

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Of 40 out of the 127 children under the care of the Metropolitan Asylums Board, to whom I have already referred, I have obtained family histories which I consider reliable, and I do not include scrappy and insufficient information which has reached me about a few others.

The proportion of children of whom family histories have been obtained to the whole number (40 to 127) does not seem large, but it must be remembered that we have to deal with children of whom a large proportion are either orphans, illegitimate, or deserted.

The possession of these family histories puts me in a position to offer a few suggestions as to (1) the conditions in the parents which may promote mental deficiency in the offspring, and (2) other conditions possibly productive of feeble-mindedness. In order that the nature of these conditions may be seen, and their frequency compared, I have tabulated below the results bearing on morbid heredity :—

Morbid heredity.

Disease.	Among Parents.			Among other near relatives.	
	Total No. of cases.	Per-centage.	Fatal cases.	Total No. of cases.	Fatal cases.
Drink	24	60	2	37	1
Phthisis	12	30	5	18	7
Drink and Phthisis	6	15	3	2	0
Immorality	13	32·5	—	6	—
Insanity	12	30	6	10	4
Neurotic Manifestations	12	30	-	41	5
Syphilis	3	7·5	-	—	—
Suicide	1	2·5	1	5	4

Analysis of 40 family histories.

10. The following analysis may also be of use :—

Drink.

Drink heads the list among causes acting before birth ; 14 fathers (35 per cent.) and 10 mothers (25 per cent.) are known to have been heavy drinkers. In two cases (5 per cent.) death took place as the result of drinking.

Phthisis.

Phthisis was found in 11 fathers (27·5 per cent.) and 7 mothers (17·5 per cent.) and there were 8 fatal cases (20 per cent.). In the case of 5 fathers and 1 mother (15 per cent.) the disease was aggravated by alcoholism.

These figures show that drink and phthisis have most to answer for as factors in the production of mental deficiency, the percentage for drink among parents being 60 per cent. and that for phthisis 30 per cent.

In addition to parents, among near relatives, chiefly grandparents, uncles and aunts, there are 37 definite cases of excessive drinking (95·5 per cent.), 18 cases of phthisis (45 per cent.), of which seven have died, and two cases of phthisis aggravated by drink.

Immorality.

Flagrant immorality was charged against six fathers (15 per cent.) and seven mothers (17·5 per cent.) ; the same allegation was made in respect of six near relatives (15 per cent.).

On the question of immorality it may be mentioned that out of the 127 children under treatment, 19 (14·9 per cent.) were definitely stated to be illegitimate and 17 were deserted, many of whom, it may be reasonably concluded, were illegitimate also.

Insanity.

Eight fathers (20 per cent.) have been insane, five having died insane, and four mothers (10 per cent.), of whom one died in an asylum. Of other near relatives 10 have been insane, four dying insane.

Neurotic Manifestations.

Under this head I include cases of epilepsy of which there were two in the mother (5 per cent.) and three in near relatives, cases of paralysis, chorea, mental deficiency, and three of such violent temper (the father in all cases) that the wife in giving the information in each case suggested that the man must be insane. In illustration of what this temper was like, examples of rolling on the ground and biting the furniture were quoted.

Seven fathers (17·5 per cent.) and five mothers (12·5 per cent.) have suffered from nervous disorders and 41 near relatives, among whom were 30 brothers and sisters of the patients.

Syphilis.

There is a definite history of syphilis in three cases only, but probably the percentage of this disease is really very much higher, as suggested by the characteristic type of some of the children.

Among other conditions which may operate in the production of feeble-mindedness in the offspring, *consanguinity of the parents* is found in one case only ; there is a *difference* of *20 years of age* between the parents in two cases and in another of *14 years*, in all cases the father being the elder ; three of the patients are members of *large families*, the father of one being the parent of 31 children.

It is remarkable that in seven cases (17·5 per cent.) the deficient child was the youngest and in two the eldest born. In one case it is an only child.

Coming to the history of the patient himself, I find that *forceps* were used in the delivery of two children (5 per cent.). Among causes operative after birth *Rickets* comes first, 7 children out of the 40 (17·5 per cent.) being said to have suffered from this disease. Of injuries ("falls") there are three recorded (7·5 per cent.), also two cases of *acute illness* in the patients' early life.

11. The information which I have been able to obtain respecting the families of 35 out of the 40 mentally deficient children whom I have attended

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professionally, elsewhere than in the Homes under the Metropolitan Asylums Board, is very incomplete, but incomplete as it is, it goes to show that the same factors are at work here in the production of mental deficiency, as are seen in the 40 more detailed histories which are analysed above. Here, too, *Immorality, Drink, Phthisis, Insanity,* &c., figure largely.

A minor point, but an interesting one, is the fact that out of the 35 children, 5 were the eldest (14·2 per cent.) and 11 (31·4 per cent.) youngest born, and 4 were only children (11·4 per cent.).

12. The question of feeble-mindedness cannot be looked at only from the point of view of the welfare of this unfortunate class, but must also be considered from the larger standpoint of the danger to Society at large.

I have found from my enquiries, prosecuted in various directions, that there is a real, if not well-defined, relation between feeble-mindedness and all other forms of deterioration, physical and mental, which for the special purpose of my argument I will classify under the four following heads:—(1) Insanity, (2) Crime, (3) Pauperism, (4) Physical Deterioration.

Insanity.

The relation of feeble-mindedness to insanity.

13. With regard to the first, I have not personally had much opportunity for finding out what proportion of the insane have parents who are only feeble-minded, although my experience shows that the parents and other relatives of the feeble-minded are in many cases insane, or have been at some time confined in a lunatic asylum. Frequently, too, the feeble-minded may become insane, and may develop definite hallucinations, and occasionally be subject to maniacal outbreaks. Of this I have had more than one illustration in my own experience.

Crime.

The relation of feeble-mindedness to crime.

14. The question of the relation of feeble-mindedness to crime presents two aspects—that the feeble-minded go to increase the number of the criminal class, and that the offspring of the feeble-minded have criminal tendencies.

The first proposition, the only one with which I propose to deal, would appear to be demonstrated in every-day life, for one needs only to glance at the police news in the daily papers to see that numbers of crimes are committed with little or no motive, acts of violence which are the outcome of a want of self-control nearly allied to insanity. Everyone knows of cases in which it is difficult to decide whether the crime was committed through viciousness or insanity. I call to mind a person in whom I was interested professionally who had been an inmate for several years both of an asylum and a prison! This person was feeble-minded and should never have been allowed to be at large. The term of imprisonment was subsequent to the detention in an asylum. Surely such treatment is not likely to prove beneficial either to the patient himself or to Society, upon which he is let loose after the expiration of the sentence!

High percentage of feeble-mindedness among juvenile offenders.

15. And this question bears nearer investigation for that there is a large proportion of the feeble-minded among criminals I am able to prove from an examination of juvenile offenders in one of the Remand Homes under the Metropolitan Asylums Board. These Homes were opened by the Board a few years ago with the object of preventing children under 16 from spending the time between their arrest and conviction or discharge, as the case may be, in the prison cells. But even more than this important advantage is gained, as the influences with which they are surrounded while in the Remand Homes are of a character to improve them in every way. I have examined 100 boys and 28 girls taken haphazard from the number of these juvenile offenders, with the result that of the 100 boys, 9 were found to be markedly deficient, in some cases practically imbecile, and 10 were mentally deficient in a rather less degree, making altogether 19 per cent. who were obviously feeble-minded. In addition, 18 were found to be decidedly backward, some so much so as to be on the verge of feeble-mindedness.

Of the 28 girls examined, 4 were found to be markedly deficient, 5 slightly so, and 7 backward. I append a table to show the results of this analysis:—

	Boys.	Girls.
Above the average ...	2	1
Eccentric (not feeble-minded) ...	5	0
Normal	56	11
Backward	18	7
Slightly mentally deficient ...	10	5
Mentally deficient	9	4
Total	100	28

The 128 children referred to were taken haphazard from among the juvenile offenders in the Home. The examination was a complete one for the purpose, and included head measurements, girth, height, condition of palate, tongue, &c., tests for colour, form and reflexes, also tests for memory and mental attainments, including reading, writing, and arithmetic, description of object, and knowledge of the current coins. In the case of those mentally deficient, photographs were taken and the family history, where possible, obtained. Some of the photographs are among those submitted to the Commission.

16. The total number of family histories for the 28 mentally deficient children (including those slightly feeble-minded and those markedly so) was 16; of the 12 remaining deficient children, 3 had no home and the parents of the others could not be induced to be interviewed. The results appear below:—

Disease.	Among Parents.			Among other relatives.	
	Total No. of cases.	Percentage.	Fatal cases.	Total No. of cases.	Fatal cases.
Phthisis	8	50	2	23	15
Neurotic Manifestations	5	31·75	—	11	5
Morbid heredity. Drink	1	6·75	—	9	1
Phthisis and Drink	1	6·75	1	1	1
Immorality	1	—	—	—	—
Suicide	—	—	—	5	5
Epilepsy	—	—	—	3	—

Other conditions:—Forceps, three cases, Convulsions, two cases.

Judging from observations made during the interview, I should conclude that the percentage for drink and immorality among parents, as given, is unduly low. They appeared to be of a very low type, not infrequently alcoholic. It is hardly surprising, however, that people are reluctant to own up to these weaknesses.

How the Reformatory may affect such cases.

17. For children of this stamp, with their will power and moral sense weak through mental deficiency and with criminal tendencies rapidly developing, there is, as things stand at present, little chance of a self-respecting future. They are either discharged to their parents, many themselves of weak intellect, given to habits of intemperance or even of crime, or they are sent to Reformatories where they mix with children of an intelligence in many cases above the average in certain vicious directions. Under these circumstances one of two things may happen to the unfortunate child; he may, being already morally depraved, acquire in addition a

kind of worldly cunning, which as he grows older will make him a more certain danger to society than he would have become without his enforced association with other criminal children; on the other hand, if his deficiency is so marked as to verge on imbecility the boy becomes a butt to his companions and is certain to be ill-treated. And this treatment must necessarily increase his deficiency. One such case I have included among my photographs. Such a fate strikes me as being a peculiarly sad one, and although in the past it has perhaps not been preventable, now that the question of feeble-mindedness in children is receiving the attention it deserves there is much valuable work to be done in this direction of Remand Children. We are learning that feeble-mindedness must be treated as a morbid condition and that a distinction must be made between it and definite viciousness.

I find that the majority of the feeble-minded children seen had already been in Truant Schools; one child had been placed in such a school at the early age of seven. If, instead of going to a Truant School, he had been placed in a home for the feeble-minded, how much better would his chances have been!

I find that in the course of three years about 3,119 passed through this one Remand Home, 164 being under seven years. The total for those of nine years old and under for the three years reaches 591. I have drawn up tables showing the number of children of both sexes for every year of age, with the offences for which they were charged during the three years. If it may be reasonably inferred that the proportion of mentally deficient children to the total number I examined represents a fair average among juvenile offenders generally, it is certain that feeble-mindedness goes far to swell the criminal class.

Pauperism.

The relation of feeble-mindedness to pauperism.

18. As it is everywhere evident that in the fight for existence "the weakest go to the wall" so in particular those who have not the mental capacity sufficient to compete with others are unable, when it comes to the pinch, to fend for and support themselves, and gradually sink lower and lower in the ranks of the workers, until, becoming destitute, they end in the workhouse. And this is seen to happen in cases of feeble-mindedness even where every assistance has been given, easy places found and every facility offered, but in spite of all these unfortunate people have proved themselves unable to cope with ordinary difficulties and to do their work steadily day by day. Cases of this kind have often come under my notice; for instance, girls of weak intellect have been placed in easy and apparently suitable situations, but always with the result that after a lapse of time they prove unequal to the demand made on their powers. Cases of this kind can only be helped by detention and supervision, failing which they are sure, sooner or later, to drift to the workhouse and so come on the rates, whereas, if certified with proper provision made for their detention, they would under supervision prove self-supporting.

I am told by people who have devoted much time to the problem of the destitute and unemployed, for instance, by Mr. Colin Campbell, Honorary Secretary to the Social Department of the Church Army, who has kindly given me information on this matter, that quite a large proportion of the destitute and of the discharged prisoners who come to them for assistance are below normal intelligence—often markedly so.

Physical Deterioration.

The relation of feeble-mindedness to physical deterioration.

19. That there is a close relation between feeble-mindedness and physical deterioration is generally recognised. A large proportion of feeble-minded children are subject to every sort of disease, and are of scrofulous constitution, as is shown in their tendency to tubercular affections of the joints, strumous glands, &c. They have abnormalities such as cleft palate and hare-lip; they have often defective eye-sight and hearing.

Statistics from an Asylum for Deaf-mutes.

20. I am indebted to Dr. Thornton, Medical Officer to the Deaf and Dumb Asylum, Margate, for some information on the subject of the deaf and dumb. Out of 909 children under his care he found 65 (7 per cent.) markedly deficient; 302 (33 per cent.) "intermediate" (*i.e.* backward, if not slightly deficient); and 542 (60 per cent.) normal. This percentage is seen to be a particularly high one when it is remembered that feeble-minded deaf mutes are strictly not eligible for this Home, and those here mentioned as feeble-minded were admitted unintentionally. On enquiry, I was further informed that a very large proportion of the parents of these deaf mutes were feeble-minded; also that in the production of deaf mutes heredity plays an important part; cases were not wanting in which both grandparents, both parents, and all the brothers and sisters were deaf mutes.

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21. I have at some length given an account of the results of my experience of feeble-mindedness and its causes, and I have endeavoured to show that the whole subject has important bearings on nearly every other social problem. I should now like to make a few comments and suggestions which have occurred to me, and I proceed to offer them for what they are worth. They deal with the subject from two points of view and include remarks on the conditions promoting feeble-mindedness; and secondly, suggestions for the treatment of feeble-minded patients.

Remarks on conditions promoting feeble-mindedness.

22. Definite morbid conditions in the parents are seen to conduce to amentia in the offspring. It remains to be seen in what directions steps should be taken to check the increase of these diseases.

There can be no doubt that *drink* and *phthisis* are the most common of these morbid conditions, and everything therefore which tends to check their spread will indirectly help to diminish feeble-mindedness.

Drink.

23. At the present time the *drink habit* is looked upon by the medical profession in the light of a disease; it has at least two features of a nervous disorder, namely, its apparent transmission through parents who suffer from drink or nervous troubles; and secondly, its liability to occur in periodical outbreaks with intervals of sobriety, and in this form it most resembles nerve-storms and bears an analogy to epilepsy.

Every means for restricting the ready sale of intoxicants should be encouraged, and persons in whom the drink habit is once established have the best chance of recovery if placed under medical supervision, in healthy and congenial surroundings. It is interesting to notice that out of the 10 fathers of the 40 feeble-minded children under the care of the Metropolitan Asylums Board who drank to excess, 9 were excessive smokers and 4 chewed tobacco. It seems not unlikely that chewing tobacco and excessive smoking may produce or exaggerate the desire for drink. This may be another reason for discouraging the habit of smoking in young boys.

Phthisis.

24. In the fight against *phthisis* very much remains to be done. Needless to say, anything which helps to promote the well-being and better housing of the poorer classes, and to prevent overcrowding, as also expectoration in public places, is a step forward in the suppression of this disease. Notification of phthisis would probably be the quickest and most thorough means of dealing with it, as if cases were notified the sanitary authorities of the district could satisfy themselves that they were not a source of danger to the other inmates of the house. In the event of the death of a phthisical patient the room could be disinfected and every precaution taken to prevent the infection of others.

Use of forceps.

25. Concerning the question whether the use of forceps at birth is a source of danger to the mental capacity of the child, there is much diversity of opinion; some medical authorities hold the view that it is a danger, and others do not.

I find that in 23 per cent. of the feeble-minded forceps had been used in the delivery, and in several cases among the children of whom a family history could not be obtained, there were marks about the forehead suggestive of the application of instruments. One of these children had paralysis on the opposite side of the body. In America medical men are supplied with a book of printed forms similar to those supplied in England for the notification of infectious diseases, and every doctor or midwife who undertakes a confiement is obliged to fill in this form certain details relating to the birth. Still-born children are also notified. I am told that it answers very well and provides the Government with information valuable in many ways. I see no reason why the same practice should not prevail in England.

Suggestions on the treatment of the feeble-minded.

26. My own experience leads me to the conclusion—and I think that many will be found to agree with me—that the feeble-minded are a distinct source of danger to society and that the danger lies principally in the risk of the propagation of offspring mentally and physically defective. The risk is a very great one; the feeble-minded have very little moral sense and none of responsibility, and are most liable to be led into wrong by unscrupulous persons. I have already pointed out how large a number of these children are illegitimate, and this goes to prove a low moral sense in the parents, in whom we have also found definite nervous disorders.

Need of certification and detention.

27. It seems therefore—if regarded from this point of view alone—that the only way to deal with this class is

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to assume the responsibility for them. Hence the only course open is to certify the feeble-minded and treat them by *detention* One fully realises that the majority of cases will never be able to have complete freedom, but will need supervision for life, but even so, would not this treatment, besides protecting society, also be beneficial for the patients themselves? Their improved circumstances would not only help their mental deficiency but would even in many cases prevent a further deterioration into insanity or other nervous diseases.

To look at the subject from another point of view, these certified feeble-minded would do much towards their own support and in many cases might even be entirely self-supporting, whereas if left to their own resources they must inevitably come on the rates as the inmates either of asylums, workhouses or prisons.

Importance of early treatment.

28. In order to give feeble-minded cases the best chance of attaining as nearly as may be the normal level of intelligence, I should strongly advise that *their care be undertaken at the earliest possible period.* My reasons are briefly as follows: It is generally believed that the period of most rapid brain growth is between birth and seven years old. During the first three years of life the child begins to take notice, to talk, and to walk. Then follows a time during which the normal child becomes inquisitive; he likes to know the why and wherefore of everything. The instinct to imitate is marked now, and habits are very readily formed, and that strangely vicious habits may be formed even at this early age has been proved in my own experience. I have known children of four years of age who swore so badly that it was difficult to get anyone to undertake their care, and another child under five who had a craving for brandy and cried for it incessantly. All habits are more easily formed than forgotten, and bad ones are especially difficult to eradicate. Even in normal and healthy children there is a lack of moral sense which without proper guidance may degenerate in later life into vice, but more especially is this true of the mentally deficient, who often seem strangely wanting in common decency. It is therefore of primary importance that the child at this period of his life should be surrounded by those influences which will counteract his inherited weaknesses and foster what is good in him

(a) For the formation of good habits.

(b) For attention to health

In the next place—to view the matter from the physical side—during this period of life it is of great importance that the child should be well fed and cared for, and that any unhealthy or diseased condition, such as defective eye-sight and hearing, enlarged tonsils and adenoids, spinal curvatures and deformities due to rickets, should be medically treated. Some feeble-mindedness is mainly due to poor nutrition; also if the eye-sight or hearing is defective the child, through not exerting himself to attend to what is going on about him, may become apathetic, and his apathy, if the cause is not removed, degenerate into feeble-mindedness. Imperfect articulation, again, is very frequent in cases of mental deficiency, and this and some forms of deafness can be improved by the removal of adenoids and tonsils.

Attention to such details alone, if given early, may in mild cases of feeble-mindedness effect great improvement.

Objections to early treatment discussed.

29. More than one objection has been brought against the suggestion to start the education of feeble-minded children before the age of seven. Some consider it a pity that a child should be branded as deficient at such an early age, as his deficiency may, after all, be due to transitory causes only; but surely this is a strong argument in favour of early treatment, so that, when possible, causes promoting the condition may be removed and the risk of permanent deficiency in this way prevented. Others have objected that it is extremely difficult, if not impossible, to diagnose mental deficiency at such an early age. Granting that the diagnosis in these cases presents greater difficulty than in children of more advanced age, yet in most cases between the ages of three and four, a diagnosis may well be made with a fair degree of certainty; many of the best authorities also hold this view. The diagnosis would be based not only on what could be observed in the child but on a study of the child's heredity and on the observations of parents, and it is striking how often the parents themselves have volunteered how "sly" or "tricky" the child has been ever since it began to take notice, and "quite different from the other children." Statements to a similar effect were made in the case of 43·75 per cent. of the feeble minded among juvenile offenders.

To enumerate some of the many signs by which mental deficiency may be recognised in the very young, I may mention cranial abnormalities, marked asymmetry, condition of the sutures and fontanelles, of palate, skin and eyes, attacks of night-screaming, rolling of head, twitching of muscles, defects of reflex action, delayed dentition, &c., &c.

A further difficulty and a more real one is how these children can be brought to the notice of the authorities before they attain the age at which they are obliged to attend school. This difficulty could be in large measure overcome by the notification to the authorities of cases which come under their notice by Public Vaccinators, Officers of Health, Hospital Authorities, Private Practitioners and Dispensaries; the attention of the authorities being drawn to a case they would take measures to satisfy themselves that all was being done to give the child the best chance as regards its mental development, failing which the child would be removed—the parents being required to bear part of the cost of maintenance—to a Home for feeble-minded children. When the children had once reached the school age it would be comparatively easy for the authorities to discover cases of feeble-mindedness among them. The General Medical Inspector of the School, who, while performing his duties, observed or had his attention drawn by a teacher to a child below the average intelligence, would send the case up to one of a certain number of centres to be examined by medical experts, and at his examination a relative competent to give information would attend. The expert, having examined the case, would decide if it was suitable for detention. As crime in children seems in such a large proportion of cases to be associated with feeble-mindedness, I would suggest that all juvenile offenders be specially examined by a medical expert with a view to this. The point that I should like to emphasise is that the training of the feeble-minded be begun as early as possible, preferably at about three or four years of age. They would be placed in institutions where their health could receive every attention and where they would have happy and moral surroundings. They would early be taught habits of cleanliness, how to use knife, fork, spoon, how to dress and undress themselves, to thread beads, sort colours, wind string, tie and untie parcels and other easy occupations (self-taught in the case of normal children) which would train their perceptive faculty. There would be the further advantage that they would be removed from the influences exerted by parents, probably neurotic and possibly even criminal.

If once it is granted that certification and detention are the best treatment for feeble-mindedness, as they are recognised to be of other forms of amentia (and in some respects the feeble-minded, as they appear to be nearer the normal level of intelligence, and yet have the irresponsibility and weakened will power of imbeciles, are an even greater source of danger to society than the latter) it could be dealt with as an *improvable form of amentia.*

Classification of aments.

30. The usual classification of aments into idiots, imbeciles, and feeble-minded is mainly a conventional one, as authorities are agreed that there is no hard and fast line to be drawn between them, the difference being only one of degree and not of kind. For all practical purposes, therefore, it is sufficient to recognise two classes of amentia, *Improvable* and *Unimprovable.*

Unimprovable. In this class I would include (a) idiots who are absolutely unimprovable and incapable of doing anything towards their own support, and (b) those imbeciles, the cost of whose training, even if it were practicable, would be out of all proportion to the return they could make as workers.

Improvable. In this class I should include the feeble-minded and those imbeciles who can benefit by a systematic training, so as to aid definitely towards their own support.

Provision for aments.

(a) Unimprovable.

31. The *Unimprovable* only require to be comfortably housed and cared for, and could well be included in the large general asylums, wherea certain part of the buildings could be allotted to them, suitably, but inexpensively, fitted up.

(b) Improvable. The colony system desirable.

The *Improvable.* Personally, I am in favour of dealing with members of this class of all ages by detention in *colonies*, a colony to consist of a group of buildings, each capable of accommodating from 30 to 100 inmates. The inmates would be classified according to their mental capacity, the cases requiring most supervision being placed in the smaller homes, others of a higher degree of intelligence in the larger ones. In all cases there would be separate homes for male and female patients, and the morally depraved would be accommodated separately, as also those suffering from severe forms of epilepsy.

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It would be an ideal arrangement if every two or three counties were to have their own colony for improvable aments.

Such a scheme presents many complexities, and I do not, of course, propose to deal with it in its entirety, but to restrict myself to some of the points which appear to me of importance in connection with the training of the children.

The importance of physical and manual training

32. At the schools in these colonies I would have less attention paid to the ordinary school cirriculum *in favour of manual training.* I have often noticed that children of this stamp have a rooted dislike to mental exertion, and this is most likely due to the fact that mental exertion is almost an impossibility to them. But this does not by any means imply that such cases are incapable of learning manual occupations; on the contrary, I have been impressed by the fact that the children who show least progress in subjects like reading and arithmetic often are the most promising in manual work. I would suggest, therefore, that from the very first the training should include more manual and technical work and less instruction in book knowledge, and that months and years should not be fruitlessly spent on subjects which are beyond the child's mental capacity. In illustration of my meaning I will quote the case of a girl 18 years of age, now in a situation doing satisfactory work, who cannot add 2 plus 3, and that in spite of years of study!

In choosing subjects for instruction, I would keep strictly in view the objects to be attained by the training, and these are (1) corrrection of the child's physical defects and the development of its imperfect powers, mental and physical, and (2) the training of the child to become in the future as nearly self-supporting as possible. To achieve the first object I would have special attention given to physical training, to exercises involving the larger muscles, and their co-ordinated movements, as ordinary drill, games, &c., and also to exercises for eyes, breathing and lips (lip and voice production exercises being especially important, as so many have imperfect articulation) in addition to the ordinary mental instruction and manual occupations.

To achieve the second purpose, the children should be taught from the first the rudiments of many industries, such as brush and basket making, chair caning, straw splitting and plaiting, knitting, &c., &c., and as they grow older the following might be added:—boot and hat making, tailoring, upholstering, carpentering, gardening, bee-keeping, chicken farming, and laundry work.

"After care" committee.

33. Commissioners would from time to time examine the inmates of the colonies, and should a case be found to be sufficiently improved it might be discharged. It would, I think, be a good plan to form an "After-Care Committee" to keep in touch with discharged cases, and should it be found that they are unable to support themselves or lapse mentally or morally, they could be re-admitted.

(Signed) R. TURNER.

June, 1905.

8612. (*Mr. Byrne.*) Which Remand Home was it that you have taken these figures from which are in your statement?—Pentonville Remand Home.

8613. What class of children are collected there—from which courts?—I could not tell you which courts exactly, but they are principally those north of the Thames.

8614. They were fair specimens of all the classes except the richest classes?—Yes.

8615. They were not all slum children?—No, some are better-class children.

8616. You would expect them to correspond with similar cases from other places?—Yes, I think it would be a very fair average.

8617. Did you make inquiries into the family history yourself?—Yes, of those I found to be feeble-minded, I classified the children as (1) very mentally deficient, (2) mentally deficient (3) backward (4) normal (5) over bright and eccentric.

8618. That is the classification on page 502?—Yes. All the mothers that I could get of the very deficient and the slightly deficient I had up and interviewed—I or my secretary.

8619. On page 503 you say "I find that the majority of the feeble-minded children seen had already been in Truant Schools." You do not mean truant schools connected with centres?—Yes. I found a great number had been charged before for small offences, playing truant, being beyond control, and many had already been in Truant Schools from six months to two years. I do not think they send any children for longer than two years.

8620. They commit them to the age of sixteen and they have to be licensed out?—Yes. They have been let out and afterwards charged with some offence and come there again.

8621. Those children who have been received at truant schools cannot have been imbecile to a marked degree or they would not have had them?—I rather fancy they cannot very well prevent it. One case that I examined was so absolutely deficient, that you could certify him as an imbecile. At the age of 11 he had been convicted of stealing a barrow; he was sent to Feltham Training School, stayed there two years, was discharged, and for a year was knocking about. He practically had no relations. Now he has been recharged and sent back.

8622. Do you know why he was discharged from Feltham?—Because he was deficient; they could do nothing with him; but he was sent there again.

8623. In the table on page 502 you describe the mental condition of the children. Where do you think you would draw the line which would cut off those children who are of the same class as you find in the Special Schools and those who are better?—I think it is very difficult to draw a line with slightly deficient cases.

8624. Could you say roughly how many of those 100 boys and twenty-eight girls ought to be in Special Schools?—I think 19 per cent. definitely. Ten per cent. were absolutely deficient and some could be certified at the present time as imbeciles. I should perhaps say three had attended Special Schools, and in spite of that had been charged.

8625. Of those described as "backward," namely, eighteen—that is a considerable percentage—were they the sort of children you would find in the Standard 0 class in the public schools?—Yes, and Standard I. children of 14 and 15 sometimes in Standard I. —really very backward.

8626. If they were backward on account of slowness of mental development would their defect be as prominent as that of the others?—I think so, as they are now; if they had been taken quite young they would probably have been perfectly cured.

8627. That is rather an important point, is it not?—Yes, I think it is.

8628. Because later on you speak of, and show, the desirability of permanent detention in working places for these children. Would you give the Commission any idea as to what proportion of children requiring this special training would require permanent detention, having regard to the burthen to be placed on the public?—About 20 per cent., but probably only half the number if they had been taken early.

8629. And the rest of them could, if they had fairly average homes, probably be expected to get on?—I think so.

8630. The State, at any rate, might leave them to take their chance?—Yes.

8631. It has been recommended to us on all sides that if the Defective and Epileptic Children Act were made compulsory all over the country that would lead to a very large additional number of children being brought within the cognizance of the Education Authority. If that were done, and the children were more or less of this type, you would think there would be a considerable number of backward ones who would not require detention?—Yes, or only temporary detention; at the very most a year or two's training.

8632. Of the total number of defective children who would be found out and brought within the cognizance of the State, the whole of them would not require detention?—No, not the whole of them, but I am afraid a very big proportion.

8633. More than half?—Of those mentally defective, yes; I think a good three-quarters of the definitely deficient.

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8634. (*Mr. Loch.*) These children that have come to you have come from Special Classes of the School Board?—The children under the Metropolitan Asylums Board all come from the Union Schools.

8635. Have any come to you that have been in Special Classes?—No; but all that come to our Homes go into the Special Classes.

8636. At your Homes?—They go out to the Special Classes provided by the School Authority, but they have not attended them before.

8637. But while they are at those Special Classes they are in the Homes which you supervise?—Yes.

8638. Do you think that you have had time to judge how far it is possible to let these children go back to their homes?—I think so. I have been there five years, and since then I have kept a complete record (certainly every year and sometimes twice a year) of improvement in their mental capacity and attainments. Of those that have gone away from our homes, unfortunately, I have been only able to trace two, and they have deteriorated a good deal. Both of them I have had up during the last few weeks.

8639. I think just now you said you would allow a certain number to go back to what was called, I think, the average home. Would you allow them to go back unless they were under supervision?—Not of the definitely feeble-minded. I meant more the backward, as I find them in the school. I am afraid there would be none of the Metropolitan Asylums Board children that could do without supervision.

8640. Then your remark entirely refers to the backward?—Yes, the backward at the Remand Homes, not the mentally deficient.

8641. Backwardness in your view then means what?—I went over these hundred children to find out the percentage of feeble-minded amongst them. I found 19 per cent. of them feeble-minded, and a certain percentage backward, but I think the backward are practically below the average on account of their training; they have not had good surroundings at home, nothing has been done to push them. I think these are not certifiable cases, but any that are certifiable, such as the 19 per cent., will always need supervision, or most of them, as will all the children admitted under the Metropolitan Asylums Board.

8642. If you let a child go back to her family, I suppose you would require some continuing knowledge of the state of the family?—I think that those who do go back should be looked after, and should be kept in touch with by an after-care committee. They go back to surroundings, probably bad, to parents afflicted just in the same way as the children, probably neurotic, or of the criminal class, whose influences accentuate the very things you want to eradicate.

8643. Would you have continued medical inspection of these children?—I think it would be the best plan; or after-care committees to keep in touch with the children; if they seem to deteriorate, or are charged with offences, their history being known and that they are mentally feeble, they can be placed back in a colony.

8644. Have you had trouble with parents wishing to get hold of the children for their own purpose?—Sometimes; when they get older and the parents think they are going to be useful.

8645. Those parents are not desirable parents?—As a rule they are not desirable; there are very few that are desirable.

8646. It comes to this that the only cases in which you would let the child go out, are those in which there is a desirable parent?—Yes, when you can satisfy yourself that the surroundings of the child would be healthy.

8647. It is more a question of the parent than of the child?—I think so. So many of them have such very bad family histories. I have one case who is one of ten in a family. Of the ten there is only one healthy. One died of meningitis, two had meningitis, one had epilepsy, two others had paralysis, one aged seventeen is very mentally dull, he cannot even spell "cat." All except one of the family are afflicted mentally or nervously. You can be pretty sure with a family of that sort the surroundings would not be good.

8648. (*Dr. Dunlop.*) I notice you suggest dividing all the congenitally mentally defective into two classes, unimprovable and improvable?—I think from the working point of view it is the best classification.

8649. What do you mean by the improvable cases?—Just the feeble-minded of all degrees, sometimes very slight, or comparatively slight, and those imbeciles who under treatment can improve sufficiently to help support themselves. The border line is so fine between bad imbeciles and idiots that for practical purposes one can be put with the other.

8650. If the congenital defect is so bad as to require institution treatment, is there any chance of material improvement?—I do not think so for those who would come under the unimprovable; it would be a waste of time and money to attempt to teach them trades and so on.

8651. I think you advise institutional treatment and a colony for the improvable?—Yes.

8652. If cases are so bad that they require institutional treatment, do you consider it likely that they would be improvable?—I think so; the experience one has had is that they have improved a great deal, Those that are not likely to, I should call unimprovable.

8653. Your cases have improved a great deal, but up to what stage?—Up to the stage of being able to do a good deal towards their own support. It is only five years that I have had to do with them, which is not very long; but many of the children have done exceedingly well, they can do the work in the house, scrubbing, and help in the kitchen; and the time, I think, will come when they can be put out into situations and be self-supporting in spite of the fact that they are mentally so weak that I do not think they can do without some supervision.

8654. The improvable cases you have in your mind are very much what you have had at Lloyd House?—Yes.

8655. From your experience at Lloyd House can you assert that you have seen marked improvement?—Yes, there is no doubt about that.

8656. Up to the extent of supporting themselves under your supervision?—I think they could. There are a good many there that could be given situations, and I think would be able to keep them, for a time. After a year or two, or even less, they may possibly deteriorate mentally if not supervised.

8657. You have had sixty or seventy cases through that school?—Yes, something like that.

8658. Out of those, how many are earning their bread and butter?—We have five in situations, four under the board, and one under supervision.

8659. None of them are independent?—No, they are all under supervision.

8660. None of them have yet been known to be really efficient servants? As a witness put it to us the other day, they are not fit to be cooks, but to be kitchenmaids?—Yes, they require to be under supervision.

8661. The amount of improvement in any congenitally defective case is a very limited quantity?—Yes.

8662. Most of them, when they are bad enough for State interference in early life, will permanently require State interference?—They will need supervision, not so much for their work, because I think many would make as useful housemaids as the lower sort of servant one has now, but I think the moral danger is so great that they should be under supervision. It is from that point of view that interference is necessary.

8663. You advise colonies for improvable cases. Do you mean labour colonies?—Yes.

8664. Surely that is not quite suitable for children of five, six or seven is it?—I should have those put in a kindergarten; it gives them the best chance to get them early. I found it so with children who have come into Lloyd House and the other Homes young. We have had some at seven and they have done better than others who have come in at eleven, twelve, and thirteen. It is almost hopeless when they are as old as that.

8665. Your conception is to found labour colonies with separate annexes for young children?—Yes.

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8666. Have you any idea under what control these colonies should be; who should establish them, who should maintain them, and who should control them?—I should suggest each county, or set of counties, should have their own colony and that it should be under the care of the Commissioners.

8667. Which Commissioners?—Special Commissioners appointed for the purpose.

8668. Not under the Lunacy Board?—That I could not say, but I really do not think it would very much matter.

8669. You have not considered that part of the question?—No.

8670. Another suggestion you make is that mentally defectives should all be notified. I think you put the duty of notification, among others, upon public vaccinators?—I did not mean that they should certify mentally deficient cases themselves, but that they should draw the attention of the authorities to them.

8671. As a matter of fact public vaccinators deal with children under three months old?—Yes.

8672. It is most exceptional that one can diagnose mental defect or imbecility under three months?—Sometimes—not always.

8673. It is an exception?—Yes. Some of the public vaccinators know their districts very well, and know the families in them. The vaccinator is also often the public officer of health. Of course to notify cases will come more into his duty as public health officer than as vaccinator.

8674. What about the private practitioner?—Practitioners have received notice in a good many districts in London asking them to notify phthisis, and they say it has been exceedingly well responded to; and has helped to deal with phthisis. In the same way I should have all practitioners asked to draw the attention of the authorities to mentally feeble children, and mental experts to investigate the cases.

8675. There are a good many objections to notification, are there not? Is it not a popular opinion that it is a stigma for a child to be described as mentally defective?—I do not see why it should be. It is very much the same with insanity. To regard it as a stigma will become less and less common as we become more used to the idea of regarding it as a disease. With many of the feeble-minded children you find other children have all sorts of names for denoting how defective they are. If the friends endure that, why should they object to having them notified privately to the authorities.

8676. If a medical practitioner goes and tells tales outside the house it is rather a breach of professional secrecy, is it not?—I would not have it done in the way of telling tales. With regard to a definitely defective child any one who came across it, the private doctor, the officer of health, or the hospital doctor, should simply notify the authorities that there is such a case, and the authorities would see that everything is being done for that child. They need not necessarily certify it. If it is a bad case that wants attention the child should get a chance of early training. I should have it certified and sent to a colony, but if not a bad case I should see that the surroundings are healthy.

8677. Would not you leave certifying the defective to the private practitioner?—I think it would be difficult for him; if he is supposed to notify it, his responsibility ceases; it would not seem like getting into the family and speaking of these things outside, if it is a recognised system.

8678. Would it not be simpler if the procedure was that the general practitioner informed the Medical Officer of Health or Relieving Officer, that there was a defective child at so and so requiring attention?—I think it would come to the same in the long run, provided the child receives attention, and is not left too late. In my opinion seven years old for a deficient child is too old to start treatment; a deficient child ought to be taken in hand long before that. With many of the children I have had in these Homes, and privately, the mothers have said that they noticed things were wrong from the beginning; they have been different from the other children, far more troublesome, and all along something seemed wrong. If the mothers notice this (and they are not so quick to notice these things in their own children) I think that proves that deficiency may be noticed early and ought to be under treatment early.

8679. What good would it do to notify cases that do not require special treatment?—I do not think any good. When I say, "notify," I mean draw the attention of the authorities to a case. The Public Officer of Health, or whoever it is, would have to use his own judgment as to whether a case is one to notify.

8680. It is no use notifying cases if they do not require treatment?—No, they would not come into the question.

8681. So your notification would apply only to cases that required treatment?—Yes, definitely feeble-minded children.

8682. You rather suggest it is within the remit of the Commission to advise steps to take in regard to immorality, drink legislation, treatment of phthisis etc.?—Yes.

8683. Do you think the conclusions you draw in these matters are based on sufficient evidence? I think you have only got some forty cases; it is rather a small number?—It is a small number. These are cases I have been able thoroughly to go into. Others that I have not gone into thoroughly—and these have been many—all point the same way as the forty cases.

8684. But the facts as related by you that point that way are not absolutely conclusive?—No, but they show the direction.

8685. The conclusion is not quite forced upon us?—No?

8686. On page 502 (14) you relate a case:—"This person was feeble-minded and should never have been allowed at large. The term of imprisonment was subsequent to the detention in an asylum." That I suppose was an unrecovered lunatic discharged from an asylum. Can you tell me anything about the history of that case?—I do not know much of the history of the case, because it was a destitute case. The patient had no one belonging to him that I could trace. I know the patient very well. He is still at large, and really he ought to be in an asylum. There are numbers of cases like that. Everyone, I expect, has met with them.

8687. What form of insanity is it?—A moral form of insanity. He is not a safe man to be at large. He was charged with indecency.

8688. Was he a dement or an imbecile?—Feeble-minded. He had good situations as gardener and groom, and was able to keep them for years, and then had lapses, when he did not actually go off his head, but lost all self-respect; he should have been certified.

8689. Should you take it as a case of recurring mania?—No, I should call it rather feeble-mindedness—absolute feeble-mindedness. There was no definite mania, but his will-power was weak.

8690. What was he certified on account of?—Indecency.

8691. You have seen plenty of cases?—I have had a good many cases and I expect others have; people who have come for help.

8692. The class of cases I was asking if you have seen was cases who have been recently discharged from asylums and within a comparatively short time sent to prison?—This one was discharged ten years ago from the asylum and within two years sent to prison, I think.

8693. (*Mr. Hobhouse.*) I notice that in reply to Dr. Dunlop you said you advocated taking possession of these children at the earliest possible age?—Yes.

8694. For what purpose?—For the purpose of giving them the best chance of improvement.

8695. Do you ever get any total recoveries?—I think there might be if they were started young enough. That has been the difficulty all along. We have had them so old, after they have formed all their habits and been in unhealthy surroundings too long. Then it takes twice the time to get them into decent ways of living than if we had them quite young.

8696. Have you had any total recoveries?—I cannot say we have. We have only been at the work five years, and that is a very short time. Children of seven years old in three years have made more marked improvement

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than children of twelve have in the same time. That I have a very definite opinion on.

8697. (*Mr. Loch.*) At what age would you like to have had them, in those cases that you refer to, say children of the age of 7?—I should certainly have liked to have them at five, at latest.

8698. Before five in any case?—Yes, but people say if you get them at five you must consider yourself lucky; five is really old to start special training; three would be better.

8699. Put aside what people think altogether. What would you consider best for a child?—The best for the child, I should consider, would be to be placed at about three in a Kindergarten, where it can be thoroughly looked after as regards health and general training. Attention can be given a little more to certain things, such as tonsils, adenoids, articulation, etc., and as regards drill there is a great deal to do in early life. You can begin to make them eat cleanly and behave decently, and so save many years. Another reason for taking them early is that so many of these children have such poor homes and unsatisfactory parents that you want to more them from such surroundings.

8700. Have you at any time seen the children in the School Board Special Classes, outside your normal work?—I have seen them at the Special Schools.

8701. Do you think that the children that were in the Special Classes would have done better if they had come to you, for instance, or any institution like yours, at the age of three?—Yes, I am sure they would.

8702. Do you think the system of schooling should be reorganised, with a view to a partial substitution of the reception of children into such Homes as you have, at the age of three, in lieu of the present system of Special Classes?—Yes, certainly; and I think it would be better if you could get the children at three. There is very much that you cannot do at a day school, but in an institution where they live, the daily training in dressing and eating—all these details—are very useful and have more to do with the training of a child than just letting it be a certain number of hours in school, learning A B C or Kindergarten work. Bringing up is of more importance than head training.

8703. You think this would be full compensation for any care that the parents might have given them in these early years?—I think so certainly, because I think many children with early training would not be permanently deficient. So often in their homes one finds the children cannot be controlled; parents have told me they could not do anything with a child, so they had to leave it. Take for example a case I have under my care now, a boy aged seven. When he was four he was taken to a hospital to be examined. I think he had a bad knee. He screamed and behaved badly and would not let the surgeon come near him, so he went home unexamined; since three they had been able to do nothing with him; they had not got the time, and would not be botbered with him.

8704. Have you any statement of children that have been attended to at an early age like that?—No. I have several under my care now privately; one aged two and a half, very feeble-minded and some not quite so old, but I have not had them long enough to be able to see results yet.

8705. Your general opinion is in that direction?—Yes. I do not think there is a doubt about it. You may just as well begin young and have so many years to the good; also I think they pick up things more quickly when young.

8706. (*Mr. Hobhouse.*) Are the parents of all these children with whom you are connected, paupers?—Those under the Metropolitan Asylums Board are, the 126; the others are not. Some are private patients and some have come under my care, under the Waifs and Strays Society, to whom I am medical attendant.

8707. Have you any knowledge of the circumstances of the parents?—I have interviewed all that I could get.

8708. Has it ever been brought to your knowledge that one of the results of the reception of children into these homes has been that the parent has come off the rates; been able to give up parish relief?—I could not tell you that. They have simply come up to me to be interviewed. I have not known much of the parents themselves beyond the interview.

8709. (*Dr. Donkin.*) I should like to ask one or two questions arising out of questions that have been previously asked. I was so much in agreement with your views about the desirability of getting hold of these children early that I did not ask them before. I think it was suggested by the drift of Dr. Dunlop's questions that it was not much good to attempt it. Have you had any experience of children's hospitals apart from the special work you are doing now; general children's hospitals?—I have had a certain amount; I have not had more than is usual.

8710. But in the course of your medical training, from your student period, up till now, you have seen a fair amount of children?—Yes, also with the Waifs and Strays; there are over 3,000 under the care of that society. I see a large number of them at some time or other.

8711. You are quite aware that mental deficiency of any gravity would be, in the unimprovable and most of the improvable cases of imbeciles, easily diagnosable before three?—Yes.

8712. The fact of their being diagnosable, which I think is the experience of everybody who has had to do with children in hospitals, would surely corroborate your view that it is advisable to get hold of them early?—Yes.

8713. Better for themselves and better for the possibility of a certain amount of improvement?—Yes.

8714. You say on page 500 (7):—"There seems no reason why under supervision they should not become self-supporting." You mean self-supporting minus the cost of supervision?—I am rather talking there of the slightly feeble-minded. It seems to me these feeble-minded grown-ups, at eighteen or nineteen, can really do as good work as an ordinary average person of the servant class. Of course, they must be under supervision.

8715. They can earn some money?—Yes, I think they could support themselves as well as anyone else; the better class of feeble-minded. Some we have at Lloyd House could take situations and make as good servants, not as the high class servant girl, but as a good many who go out in situations; but for other reasons one could not risk it. I think they would learn very fairly easily. It is extraordinary how quickly these children seem to get hold of manual work.

8716. It would be the moral and physical dangers to themselves and the community that would be the difficulty?—Yes. I was asked to bring some photographs; I do not know whether you would care to see them. I also made out a table of the offences the juvenile offenders were charged with at different ages. *See* Q. 8728

8717. (*Mr. Byrne.*) Would you tell us what impression was made on your mind by the figures you have collected as to the influence of morbid heredity. You have some very interesting figures here, and you draw a conclusion from them that morbid heredity is an important factor in producing feeble-mindedness. Have you any similar figures, or a strong opinion, as to the amount of morbid heredity that you would find by careful inquiry among parents and relations of normal children?—I had not time to get these figures. I wanted to do that.

8718. Do you know of any collection of such figures?—I had meant to get one to be able to compare with these. I had meant to get 100 average children and go into the matter thoroughly, but I did not have time, and instead I took my private patients—you have their confidence about their family histories, which is a point I always go into in my private work. The average was very low indeed compared with the others.

8719. Quite a small fraction?—Yes; quite a small fraction.

8720. Could you give a rough figure—could you say it was less than a fifth?—I think I safely could.

8721. Did the normal children of whom you are thinking cover all classes of society; did they include waifs and strays?—No, not waifs and strays, but principally cases from my own private practice, which is among well-off people.

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8722. Can you give a general opinion on the question as to the relative frequency of feeble-mindedness requiring care and attention among the well-off classes as compared with the same among the poor?—I could not say off-hand.

8723. Have you any impression in your own mind?—I think the proportion is very low of this 100 that I took; I did not work the matter up elaborately; I did not have time to again see the patients with a view to this.

8724. Among the cases which you enumerate on page 504 of the different forms of morbid heredity, there are none which are necessarily confined to one class of life, are there?—No.

8725. Nevertheless you seem to think there is more feeble-mindedness among the poor and destitute than among the well-off classes?—I think so; the proportion of feeble-minded patients in my private practice—and I have had a fair number—is very small in comparison with that in the poor class.

8726. Have you any similar opinion in regard to the relative frequency of it in town and country?—No, but I believe that in villages where they intermarry frequently, it is high.

8727. If you can do that investigation as to the heredity of normal children, would you let the Commission have your results?—Yes.

8728. (*Mr. Loch.*) Some tables have been handed in. These tables refer to boys and girls under seven years old, seven years old, eight, nine, ten, eleven and so on up to sixteen. Then over sixteen. The tables are tables of the offences which have been committed. As I understand it these are boys and girls?—Yes. (*The Tables are printed in the Appendix papers on p.* 704, *post.*)

8729. I think no evidence of this kind has been handed in. I find the item that is most constantly repeated is "wandering and begging," and that begins, I understand, at quite an early age?—Yes, they have had some children under seven. Under the charge of "wandering" come "beyond control," "playing truant," and petty thefts.

8730. That sort of straying, I presume, and rather hapless going about, and sleeping out, is characteristic of these children?—Yes, of a good many. Though some boys who are quite mentally normal do the same, many of these wandering children are below the average.

8731. They come to a large number at ten years old, when the number is 133 wandering, 42 begging, making the larger number of those in the table, so that the conclusion might be that there is a natural tendency for these people to wander, and the supervision of these, at these early ages, is very difficult?—Yes, I think it is.

8732. Were you surprised when you got this return out?—They were higher than I expected, especially under seven years. Under seven years old I thought they would be better looked after than to get into the hands of the police even as wanderers.

8733. (*Mr. Byrne.*) You know that a charge by the police of "wandering and begging" is often not a charge of a criminal character; it is a step for enabling the child to be taken care of?—Yes.

8734. It does not show wickedness on the part of the child?—No.

8735. Most of them would use the words in the Industria School Acts and the Acts amending them?—Yes.

8736. They do not mean very much?—No; sometimes the parents I saw said that without any reason the boy would go off for a few nights. "Wandering" includes things like that.

8737. (*Chairman.*) There is nothing you wish to add?—No.

A. Rotherham, Esq., M.A., M.B., B.Sc. (Cantab.), called; and Examined.

A. Rotherham, Esq., M.A., M.B., B.Sc. (Cantab.)

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8738. (*Chairman.*) You have been so good as to give us a statement of your evidence. May we put that on our notes?—Certainly.

ABSTRACT OF EVIDENCE TO BE TENDERED BY A. ROTHERDAM, ESQ., M.A., M.B., B.SC., (CANTAB.), MEDICAL SUPERINTENDENT SINCE FEBRUARY, 1904, OF THE DARENTH ASYLUM AND SCHOOLS OF THE METROPOLITAN ASYLUMS BOARD, SENIOR ASSISTANT MEDICAL OFFICER OF THE HORTON ASYLUM OF THE LONDON COUNTY COUNCIL, 1902-1904, PREVIOUSLY ASSISTANT MEDICAL OFFICER OF THE MANOR AND CANE HILL ASYLUMS OF THE LONDON COUNTY COUNCIL.

1. Am in favour of putting all classes of defective children, including epileptics, under certificates by which they may be detained in institutions.

2. The certificates should be made by a special board of medical men who should have a special knowledge of this type of case.

3. Detention under this certificate should be compulsory, and no one should have the power to discharge a patient from the institution except the special medical board.

4. An officer (male or female) should be appointed whose duties would be, in the case of parents or relatives wishing to obtain a patient's discharge, to inquire carefully on the spot into the circumstances of the persons asking for the discharge and as to their ability to exercise proper supervision over the patient if discharged.

5. No patient should be discharged from the institution unless a favourable report had been received from this officer, and also from the medical superintendent of the institution in which the patient is detained.

6. It should be necessary to continue the detention certificate in the form of a re-certificate made by the medical superintendent of the institution in which the patient is detained every three years until the patient reaches twenty-five years of age. No re-certificate should be necessary after this time.

7. Institutions in which these cases should be kept should be large, containing at least 2,000 patients, and should consist of one large centre of administration containing kitchen, laundry, etc., surrounding which should be villas of various sizes, from those capable of taking forty patients to those holding 100 patients.

8. It should be essential to have recreation grounds and at least one large recreation hall in which physical drill, a most important part of the treatment, should be taught.

9. By means of various sized villas classification could be most effectively obtained, those of smaller size being useful in dealing with those cases who are on the border line and cannot be classified as either "improvable" or "unimprovable," whilst the larger one would contain only those whose classification is settled.

10. The following cases should be separated:—

Males.

Adults.—Improvable.
[Over 16.]—Unimprovable.
Epileptics, Immoral } Special supervision at night.
Under 16.—Improvable.
Unimprovable.
Epileptics, Immoral } Special supervision at night.
Two Isolation blocks.

Females.

Adults.—Improvable.
[Over 16.]—Unimprovable.
Epileptics, Immoral } Special supervision at night.
Under 16.—Improvable.
Unimprovable.
Epileptics, Immoral } Special supervision at night.
Two Isolation blocks.

11. The younger patients should be taught kindergarten and such work which will help in the development of the use of hand and eye, and as they grow older and get more power, various trades and domestic occupations such as basket-making, brush-making, painting, plumbing, farming, kitchen, laundry, and needlework, and especially all those occupations which will tend to diminish the cost of their maintenance.

12. At the present time, owing to the ease with which patients can be discharged from control in institutions

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the more a patient is taught to be useful the more likely are his parents to take him out, with the consequent deterioration of the patient and the increased probability of the propagation of imbecility.

13. The following table has been prepared to show the influence of heredity on imbecility :—

	Males.	Females.	Total.
Number of Cases - -	562	375	937
Histories obtained - -	388	224	612
No histories obtained -	174	151	325
History of insanity in other members of family	163	98	261
Per cent on number of histories obtained -	42·01%	43·75%	42·64%
Direct history of insanity through parents - -	75	49	124
Per cent, on number of histories obtained -	19·33%	21·88%	20·26%

Histories were obtained in 65·31 per cent. of the 937 cases dealt with, and I believe that in the cases where evidence of insanity in other members of the family are given, the information may be taken as being correct. On the other hand, in 57·35 per cent. of cases where a history has been obtained, and in which there was stated to be no insanity in the family, no reliance can be placed on the histories. As an example of this, two histories were received about two sisters both admitted to Darenth within a few weeks of one another, and on both History forms it was stated that all the other members of the family were of normal mental capacity, though one had been in Darenth Asylum some weeks. This is only one instance of many. No history can be relied on unless obtained personally from the friends, and even then there is such reluctance to state that there is insanity in the family that too much reliance cannot be placed on the evidence given.

14. Several cases, of which the following are examples, showing the influence of heredity, might be mentioned.

(*a*) Maternal grandfather died insane. Maternal grandmother died of epilepsy. Maternal aunt in an asylum for past fourteen years. Mother, said to be normal—died of a complication of diseases.	5 Imbecile children out of 9.
(*b*) Father insane.	3 Imbecile children.
(*c*) Father insane.	2 Imbecile children. 2 Paralysed. 4 Died of convulsions shortly after birth.
(*d*) Father insane.	4 Imbecile children.
(*e*) Maternal aunt insane.	2 Nephews imbecile. (Mother said to be normal.)
(*f*) Father insane.	3 Imbecile children.
(*g*) Mother epileptic.	1 Imbecile child. 4 Imbecile nephews and nieces. (Mother said to be normal.)
Maternal grandmother Aunt imbecile.	4 Imbecile children.
(*h*) Mother insane.	2 Imbecile children.
(*i*) Father epileptic. Uncle and aunt epileptic.	4 Imbecile children.

8739. (*Dr. Dunlop.*) I see, according to your statement, that you are a believer in institutional care for all these defective children ?—Yes.

8740. Where would you draw the line in advising institutional care ; would you take in all defectives or the more extreme cases only ?—All defectives.

8741. If a child cannot pass its second standard at school by the time it is ten ?—Yes, I think so

8742. Get them into an institution as soon as it is definitely declared that they are defective ?—Yes.

8743. What form of certificate do you consider desirable for these institutions ? On whose application should children be admitted into these institutions ?—I think there should be some notification that there is a feeble-minded child in the district, and that then that feeble-minded child should be notified to a special board of medical men who had been trained in mental disorders.

8744. The child should be submitted to a special board, as apart from the general practitioner.

8745. No magisterial power, such as under the Lunacy Law ?—Yes, I am rather talking about the medical certificate, but I should want a magistrate's certificate as well ; I think there ought to be that in addition ; the detention order.

8746. So the application should come from some public authority to whom notification is made ?—Yes.

8747. Whose duty would you make the notification ?—The duty of all medical practitioners to notify defective cases.

8748. When they require treatment ?—Yes.

8749. Not necessarily all cases ; only those that require treatment ?—Those that, in the opinion of the medical practitioner, require treatment.

8750. Having received such notice, you would say it should be obligatory for the public authority, whoever it is, to take action and care for the child ?—To call in the medical board to see whether they would certify or not.

8751. In your statement you refer a good deal to the guarding of the discharge ?—Yes.

8752. That is rather a suggestion that at the present moment the discharge from asylums, such as you are at present resident in, is being too freely used. Would you give us your opinion on that ?—It is very much too freely used. I can have a notice sent down by the Board of Guardians ordering me to deliver over a patient I have got next morning to the patient's friends, and the Guardians will make no application to me first to know what condition the child is in, whether it is fit to be discharged or otherwise. I had a notice a little time ago which ordered me to discharge a very bad epileptic, who was not fit to be taken away by the friends, but I was quite helpless. I had to let it go.

8753. Although you are dealing with paupers ?—Yes

8754. The parents can demand the child any day they like ?—No, the parents cannot demand a child from me, but they demand it from the Guardians and the Guardians give them an order, which is addressed to me, saying, "Discharge this patient." They come down to me with this notice, and that is the first I hear of it, and I have no power to refuse it. In one particular case the patient was so bad that he never ought to have been discharged at all under any circumstances.

8755. Are the Guardians bound to give that order or can they refuse it ?—The Guardians can refuse the order.

8756. So the fault is not so much with the law as with the Guardians ?—With the Guardians, certainly.

8757. You think the medical superintendent or some medical authority should do it ?—Some medical authority ought to do it. There certainly should be no discharge without the advice of the superintendent of the institution being asked.

8758. And without a certificate to the effect that the child is in a fit state to be discharged under the particular circumstances ?—Yes ; also, as I have said in my evidence, there should be some evidence to show what sort of home the child is going to.

8759. Will you explain to us a little about Darenth Asylum ? Under what form of certificate are these children, most of them ?—Under a certificate signed by the clerk to the Guardians. They are coming in now under the magistrate's certificate—a certificate from a magistrate and a doctor.

8760. Such as empowers the detention of a lunatic in a workhouse ?—Yes.

8761. They are not under the ordinary lunacy certificate ?—No.

8762. They were for a long time without any certificate ?—Yes. We have still a certain number of children left without a certificate at all. We have 500 of them left.

8763. What is the position of children taken in without a certificate, so far as the Lunacy Commissioners are concerned ? Have they any control or authority over them ?—No.

8764. Do they inspect them ?—Yes, they inspect them, but they have actually no authority over them at all.

8765. Do they have notification of them ?—No, no notification to the Commissioners at all.

8766. So idiot and imbecile children are put into these institutions without any inspection or authority ?—Yes, the children were. The Institution is inspected by the Commissioners and by the Local Government Board; every year by the Commissioners and once or twice by the Local Government Board Inspectors. They inspect the Institution, they do not see individual cases. Of course they could.

8767. They make no inquiry into these cases at present ?—No.

8768. Do you consider that a satisfactory state of affairs ?—No, I do not. I have rather misled you in one point; as regards these cases that I have, not under certificate, the friends can come down and demand their discharge straight, without going to the guardians at all, but they are being eliminated rapidly.

8769. These uncertified cases include just as bad ones as the other ?—Yes, just the same type of case.

8770. The provisions of the Idiots Act do not apply at all to your institution ?—No.

8771. Are there any cases there certified under the Idiots Act ?—No.

8772. Do you know why that should be, or how it so happens ?—No, I do not know that at all.

8773. As regards the result of treatment, we are hearing a good deal from other witnesses that mentally defective children can be very greatly improved and prepared to earn their livelihood in after life. Is that your experience of them ?—They can be very greatly improved; undoubtedly they can be improved up to a point. Practically what it comes to is they can become very good mechanical labourers, they can do anything mechanical so long as they are being looked after. They cannot initiate anything at all; they are only good where they are being constantly supervised.

8774. So they are never really able to fight the battle of life independently ?—Not away from an institution.

8775. I think you are aware of the fact that your better cases are better than the worst cases in the Special Schools ?—Yes, I understand that is so, but I have no personal knowledge of that.

8776. From what you know, it is your opinion ?—Yes.

8777. We may assume that a great number of these cases who are certified not to be imbeciles and treated in the Special Schools in London in the end will not be useful members of society ?—Yes, I think so.

8778. The amount of improvement to be got in congenital cases is very, very small, is it not ?—No. I do not think I quite understand you. The amount of improvement in congenital cases can be very, very large in a mechanical way. For instance, I have one patient now at Darenth who is worth to the institution 15s. a week as a labourer, and a few others that are getting on nearly as well, perhaps. The average patient is doing a good deal to help his own maintenance. I am taking the average of our best patients.

8779. Are not these rather exceptional cases ?—No, in my improvable part at Darenth there are about 425 male patients, and out of those there are 412 at the present time working. Quite half of those are distinctly doing something towards their own maintenance, and the others are beginning to help to do something, and I think, in time, will do something to help towards their own maintenance.

8780. (*Mr. Hobhouse.*) What percentage of the cost of maintenance would their labour represent, on the average ?—Very small; I could not tell you that because, so far, we have not had a year's working in that particular colony. It would be very small.

8781. Ten ?—I do not think so.

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8782. Not so much ?—I should not think so, at the present time.

8783. (*Dr. Dunlop.*) This improvement under treatment is a very limited quantity, is not it ? The great probability is that marked cases of mental defect will never be able to improve beyond a certain point ?—They will not beyond a certain point, but the point is a high one in many cases. They will never be anything like as good as a normal person. One improved imbecile will never be as good as one man; but, say, three fairly good imbeciles would represent one man.

8784. (*Mr. Byrne.*) Can you tell us what are the cases referred to in paragraph 13 of your statement ? Where do they come from ?—These 937 cases were cases that have been admitted into Darenth Asylum at various times; it practically covers the last four years.

8758. They are all from Darenth ?—Yes.

8786. It does not include any of your lunatic asylum experience ?—No.

8787. (*Mr. Hobhouse.*) Can you tell us the size of ground necessary for each patient ?—No, I could not.

8788. (*Mr. Byrne.*) Would you contemplate sufficient ground to employ them largely in the open air ?—Yes. Why I could give no opinion at all is because I should want a very much larger area in proportion than if I had a great many more persons. If I had 200 acres for 2,000 patients the proportion of land would be much higher for only 100 patients. You must give them recreation ground.

8789. (*Mr. Hobhouse.*) If you had a thousand patients in an institution how much land would you require for building, labour, and recreation purposes ?—As a farm as well, about 150 acres you ought to have; but on the other hand you could generally double your patients with the same acreage. If you had a few more acres added you could put in 2,000.

8790. The amount of land is in the inverse ratio to the number of patients ?—Yes.

8791. (*Mr. Loch.*) That includes a large number of patients who are employed, apart from the land, in the sort of way we saw at Darenth ?—Yes.

8792. So that a very large proportion would not require anything more than the use of the land casually for their own good ?—No. We have 160 acres at Darenth and we could put in a good many more patients now.

8793. (*Mr. Hobhouse.*) That would be one argument for getting into the same ring fence the largest possible number ?—The largest possible number would be the easiest way to manage.

8794. That great number of persons would be no hindrance to their effective control ?—No; unless you have a great number your classification will get mixed up. In the classification I put down there are sixteen different classes; unless you have plenty of building you cannot possibly do it.

8795. You would prefer a large to a small building ?—Infinitely.

8796. Could you fix the maximum number ?—I should suggest about 3,000.

8797. Not more ?—I do not think you could do very many more.

8798. And you could get that number into, say, 200 acres ?—Yes.

8799. (*Mr. Byrne.*) If you had in an institution such as you describe sane epileptics and people, not like your imbeciles at Darenth, but only slightly feeble-minded, who are not at present certified, would you expect the profit from their labour to be more considerable ?—Yes, I should expect them to be better, certainly. Are you going to limit the colony to sane epileptics or to include others ?

8800. Suppose you had workers among whom are sane epileptics and the only slightly feeble-minded ?—We could get better work from them.

8801. How near could you approach to making their labour meet their cost of maintenance. What would be your highest hopes ?—My highest hopes would be to have a maintenance rate of about 9s. a week.

8802. That would include the whole of the administration expenses ?—Yes, that is with all the very best ones.

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8803. What about the cost of construction, would that include sinking fund?—No, not cost of construction, simply maintenance of the place.

8804. (*Mr. Hobhouse.*) Would not that represent about the same cost as asylums cost?—No; asylum cost is higher than that.

8805. Does not asylum cost usually include construction?—Not usually.

8806. (*Mr. Byrne.*) There are many asylums in which the mere maintenance is less than that?—I do not think you will find it so, with everything included; none of the asylums of London are anything near it.

8807. (*Mr. Hobhouse.*) I am not talking of London. In my own county I think it is 9s. 4d.?—I have seen maintenance returns from asylums between 8s. and 9s., but I have not seen their accounts; I do not know whether they include everything.

8808. If that is true there would not be much difference between the cost of the detention of these people under your scheme, and that of the detention of lunatics?—No; if that is true.

8809. (*Mr. Byrne.*) The initial expense would be less, they would not require hospital treatment, and the fine buildings of the county asylums?—No, they would not want fine buildings.

8810. Simply plain buildings to sleep in and farm buildings and workshops?—Yes.

8811. To what degree would the expense be lower? Take the modern asylum costing £300 per bed. What would a place for imbeciles cost?—I think you ought to build a place for imbeciles at between £200 and £250 a bed.

8812. (*Mr. Hobhouse.*) You have not these very simple arrangements that my friend alludes to at Darenth?—No; we have at one part of the asylum.

8813. (*Mr. Byrne.*) Have you seen any of the voluntary institutions? Have you seen the Salvation Army place?—No.

8814. Have you seen any of the continental ones?—No.

8815. (*Dr. Dunlop.*) You have got a considerable number of adult patients at Darenth?—Yes.

8816. Are they all under certificate?—Yes, all over sixteen are under certificate.

8817. What about discharge from there?—It is by the Guardians, in the same way.

8818. Does that also require inquiry into; is it sometimes too freely used?—Yes, just the same, whether they are over sixteen or under; I simply get an order from the Guardians.

8819. They make them into uncertified defectives by discharging them?—Yes.

8820. Your opinion is that this power of discharge ought to be under further control?—Yes, we get them back, having deteriorated tremendously.

8821. Is it within your knowledge that cases have been sent to prison within a short time of discharge?—No, I have no knowledge of them. Only knowledge of their coming back to me.

8822. And that frequently happens; in what percentage of cases?—That I cannot tell you. I have only been there just over a year, so the returns are very few. I think I have had two back, but they have deteriorated.

8823. (*Mr. Burden.*) Leavesden is one of the Metropolitan Asylums Board establishments?—Yes.

8824. Do you think the cost of maintenance in a colony would be materially less than the cost of maintenance in that establishment?—I think it would be.

8825. The returns for Leavesden shew 9s. 4d.?—I have not got that return. The last return I saw from Leavesden was over that.

8826. The Leavesden figures include sinking fund I think?—If Leavesden is 9s. 4d., I think I shall have to alter my figures and say I ought to do it at 1s., or 6d. less.

8827. You think the cost of a colony might work out at about 1s. less than the cost of Leavesden?—Yes, between 6d. and 1s. less.

8828. (*Chairman.*) Is there anything you wish to add?—No.

EDWARD B. SHERLOCK, Esq., B.Sc. (Lond.), M.B., etc.; called, and Examined.

Edward B. Sherlock, Esq. B.Sc. (Lond.), M.B., etc.

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8829. (*Chairman.*) You are the Medical Officer of Belmont Asylum, Surrey?—Yes.

8830. You have been so good as to put in a statement of your evidence; are you willing that we should put that on our notes as part of the evidence?—Yes.

STATEMENT OF EVIDENCE PROPOSED TO BE GIVEN BY EDWARD B. SHERLOCK, ESQ., B.SC. (LOND.) M.B. ETC., BARRISTER-AT-LAW, MEDICAL OFFICER OF BELMONT ASYLUM, SUTTON, SURREY.

Briefly my own opinion is that the most important requirement in connection with this matter is the furnishing of some appropriate authority with much greater powers of interfering with individual liberty than at present exist. I believe that the main difficulty in dealing with the degenerate arises from the popular notion that idiots and the like have certain abstract rights which must be respected, however antagonistic these supposed rights may be to the interests of the community at large. The evil is not, I think, as yet sufficiently acute to call for such drastic measures as would be opposed to accepted canons of humanity. The tax imposed upon the community by its mentally defective members is not yet so heavy that the family instinct need be outraged by the introduction of lethal chambers or the employment of procedures leading to asexualisation. What is needed is a thorough application of the principles of the muzzling order until the present generation of mentally enfeebled persons dies out leaving no descendants.

Sundry legislative changes are, I think, necessary, and as a guide to deciding as to their nature I propose to review the powers of controlling the feeble-minded which are at present available. From the nature of the case the idiot or imbecile has usually to be supported out of the public purse so that his usual home is the workhouse. By the Poor Law Amendment Act of 1867, a "poor person suffering from mental disease" might be detained by the guardians of his parish acting in accordance with a report from the medical officer of the workhouse. This enactment was repealed by the Lunacy Act of 1890 except as regards *delirium tremens*. The substitution of the more clearly defined provisions of the 1890 Act has made the procedure more complex and has, in effect, limited its applicability. When the degree of idiocy or imbecility is sufficiently marked to justify the institution of proceedings under Section 24 of the Lunacy Act there is no particular difficulty, but in other circumstances there is, as will appear from what follows, little possibility of control. Article 115 of the General Consolidated Order of July 24th, 1847, provides that "Any pauper may quit the workhouse upon giving to the master, or (during his absence or inability to act) to the matron, a reasonable notice of his wish to do so." Under the Pauper Inmates Discharge and Regulation Act of 1871 the Guardians may detain a pauper inmate who has given notice of his intention to leave for:—

(1) Twenty-four hours if the pauper has not previously discharged himself from the workhouse within one month before giving notice.

(2) Forty-eight hours if he has discharged himself once or oftener within such month.

(3) Seventy-two hours if he has discharged himself more than twice within two months before giving the notice.

These powers were added to by the Poor Law Act of 1899 which enables the Guardians to detain, for 168 hours, any pauper who has in their opinion discharged himself frequently without sufficient reason. Boards of Guardians have special powers over orphan children or children deserted by their parents if under sixteen years of age, but Lord Campbell and Sir William Follet advised the Poor Law Commissioners that Guardians could not lawfully detain such children in the workhouse without their consent for as long as might be judged necessary for their protection. By the Poor Law Act 1899, amending the Poor Law Act 1889, Guardians are enabled by resolution to place themselves *in loco parentis* to children,

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up to the age of eighteen years maintained by them in certain specified cases. One of these cases arises when the parent is unfit, from mental deficiency or vicious habits, to have control of the child. Mental defect on the part of the child is not covered by the Act.

Under the provisions of the Metropolitan Poor Act 1867, the Metropolitan Asylums Board has erected several asylums into which by the observance of certain formalities laid down by the Local Government Board in Orders issued in 1875, 1890 and 1891, Guardians may obtain the admission of pauper idiots and imbeciles. A General Order of the Local Government Board dated April 2nd, 1897 enlarges the sphere of action of the Metropolitan Asylums Board by directing that children who, by reason of defect of intellect or physical infirmity cannot properly be trained in association with children in ordinary schools, may be included within its scope; and a further order of March 4th 1903 provides that any person of the above class received before reaching the age of sixteen years does not cease to be a member of the class, merely by reason of age, until he or she is twenty-one. No right of detention is, however, thus conferred. Article 14 of a Local Government Board Order of February 10th, 1875, which relates to the discharge of patients from the asylums of the Metropolitan Asylums Board runs thus:—

> "In no case shall any pauper be prevented from leaving the asylum after the parent or next of kin of such pauper shall have given to the Board of Management, the Asylum Committee or the Guardians of the Union or parish to which he was chargeable in the asylum such an undertaking as they shall respectively deem satisfactory, to provide for the removal, charge and maintenance of such pauper with due care and attention while the malady continues."

There is apparently nothing in this provision to justify the Board of Management or the Asylums Committee in refusing to discharge a patient at the request of "the parent or next of kin" when the applicant declines to give any such undertaking as is referred to in Article 14. Conversely the Board of Management or the Asylums Committee could not legally discharge a patient to the care of his relatives, even when they had given the above-mentioned undertaking, if the "Guardians of the Union or Parish to which he was chargeable" had, under the Poor Law Act, 1899, assumed parental authority over him.

There remains for consideration the Idiots Act, 1886, which professes to be "An act for giving facilities for the care, education, and training of idiots and imbeciles." The object of the Act appears to have been to simplify the procedure for the detention of such feeble-minded persons as need not be certified under the lunacy laws. It does not require that a detention order shall be obtained from a justice. A medical certificate, accompanied by a statement of particulars, signed by the patient's parent or guardian, suffices. Section 15 enacts that:—

> "Nothing in this Act shall operate to deprive the Guardians of the poor of any Union of the power of sending pauper idiots or imbeciles to hospitals, institutions and licensed houses registered under this Act, or receiving in respect of such idiots or imbeciles such sums of money as shall from time to time be granted by Parliament towards the maintenance and care of pauper lunatics, as if the same idiots and imbeciles were pauper lunatics."

It appears, however, from Section 17 that:—

> "'Hospital' and 'Institution' mean any hospital or institution or part of a hospital or institution (not being an asylum for lunatics) wherein idiots and imbeciles are received and supported wholly or partly by voluntary contributions or by any charitable bequest or gift, or by applying the excess of payments of some patients for or towards the support, provision, or benefit of other patients."

The provision of such establishments is therefore a matter of private enterprise. They cannot be erected by Boards of Guardians and charged to the Poor Rate, nor can such Boards exercise any control over them. The "hospital" or "institution" is practically on the footing of the private asylums to which in cases of emergency pauper lunatics are sometimes sent until they can be removed to the County or Borough Asylum.

The definition of a "licensed house" is less restrictive It "means any house licensed by the Commissioners in Lunacy, or by the justices of any county or borough for the reception, care, education and training of idiots and imbeciles" (*cf.* Section 17). Now although Section 11 enacts that the "provision of any Act relating to the registration and regulation of . . . licensed houses for the reception of lunatics" shall not apply here, one may infer that, as in the case of houses licensed under the Lunacy Act, 1890, there must be a resident licensee. There appears to be no intention to grant licenses to Boards of Guardians. The question of the extent of the powers of detention granted under the Act also arises. The patient "may lawfully be received into, and until of full age detained in" an institution, but this would not justify detention in opposition to the wishes of the parent or guardian. Moreover, it must be alleged that the idiot or imbecile is "capable of deriving benefit from the treatment to be received" (*cf.* Section 9) and a very elastic meaning must be given to these words to make them cover the cases of some of the feeble-minded whom it is desirable to control.

Assuming that the habit of intoxication by means of alcohol predisposes to the begetting of imbecile children, there is need for considerable augmentation of the present powers of restraining the inebriate. This matter I do not propose to go into here. Under the various Education Acts schools for mentally and physically defective children have been established. In London, for example, the County Council has at the present time 76 schools with accommodation for 4,430 mentally defective children the average attendance being 3,738. It is probable that if the German method of transferring to Special Schools those children who after two years' attendance in the lowest class of an ordinary school are prevented by lack of mental capacity from attaining the standard of education needed to justify their transfer to a higher class were adopted in this country, the accommodation at present provided would prove quite inadequate.

The existing position may be thus summed up—The Metropolitan Asylums Board deals with pauper children, the County Council with such as are not paupers. By an order of the Local Government Board of April 2nd, 1897, the powers of the Metropolitan Asylums Board were amplified so as to give to the Board a right to provide for children of all grades of mental defect short of acute insanity. On the other hand, the Elementary Education (Defective and Epileptic Children) Act, 1899 limits the powers of the Council so that only children between seven and sixteen years, and of these such as are not imbecile, can be dealt with.

The Council can enforce the attendance of children at school. Certain powers of control can be exercised, as stated earlier, by Boards of Guardians over the children chargeable to their Union or Parish, and the Metropolitan Asylums Board may take advantage of these powers. Section 9 of the Act of 1899 enables the Board to utilise the Special Schools of the Council, and by Section 8 it is enacted that the use of the schools, *e.g.*, those of the Council does not in itself constitute pauperism. The gist of all this is that it is nobody's business to provide accommodation for imbecile children who are not paupers, although a certain provision is made by private individuals at private asylums and licensed houses.

To control and adjust existing agencies and to provide others would be a task appropriate to a department for mental diseases under a Minister of Public Health, but such an arrangement is probably outside the sphere of practical politics. Much might, however, be achieved by isolating the mentally defective for as long as necessary under the following conditions:—

(1) The adoption of a simple process of certification applicable to all classes of the feeble-minded and replacing the cumbrous procedure at present required under the Lunacy Act 1890.

(2) The provision of a sufficiently large number of establishments, independently of the Poor Law, though under the control of the Local Government Board, in which persons could be detained without thereby involving their relatives in social or political disabilities. The cost of maintenance could be met in part by charging for the accommodation of those persons who were in a position to pay.

(3) Making the persons detained work according to their several capabilities. Teachers should be provided to further this aim and they should be

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empowered to maintain discipline by means of suitable punishments.

(4) Prevention of the interference of the trades unions with schemes for making establishments for imbeciles self-supporting.

Without entering into detail I would suggest that the establishments provided should present the following features:—

(1) Accommodation for 1,000 to 2,000 according to the grade of feeble-minded persons detained.

(2) Immediate control by a medical superintendent who should be responsible only to a board of specialists: said board to draw up regulations for the certification, admission and discharge of the persons to be dealt with. A medical superintendent is desirable not so much on account of his knowledge of medicine, but because from the nature of his training he is more likely than the ordinary individual to have some familiarity with the principles of biology, and is, therefore, capable of taking a view of the subject less distorted by tradition, prejudice, and self-sufficiency than is customary.

(3) *Cost*—The average weekly cost of maintaining patients in County and Borough Asylums for the year ending March 31st, 1903, is given by the Commissioners in Lunacy as 10s. 2d., while mentally defective patients under the care of the Metropolitan Asylums Board cost for the same period 10s. 2½d. Taking all classes of feeble-minded together the expense of maintaining the more marked cases, such as are at present detained, is not likely to fall below 10s., but those who remain to be gathered in could probably be made self-supporting if the matter were handled without concession to the foolish sentimentality of the age.

The cases of mentally defective persons, other than lunatics, with which I am acquainted are in the main those met with during my tenure of office at the Tooting Bec and Darenth Asylums of the Metropolitan Asylums Board, and the Medical Superintendents of these institutions have already, I understand, dealt with the cases. I may, however, be permitted to express my opinion that the family history which can be elicited by the questions of a medical officer is so misleading and untrustworthy that as a rule it is of no value as evidence.

A summary of statements made by the relatives of 142 patients received at Darenth in 1904 in reply to questions as to the cause of the mental trouble will serve as an illustration. In seventy-five cases entire ignorance was expressed. The views of the remainder may be thus tabulated:—

A.—*Conditions affecting the mother* - - -	23 cases.
1. Mental shock during gestation - -	14 „
2. Physical injury - - - - -	4 „
3. Accidents of parturition - - -	5 „
B.—*Conditions affecting the patient only* - -	44 cases.
1. Physical injury, usually a fall - -	12 „
2. "Fits" - - - - - - -	6 „
3. Frights - - - - - - -	4 „

4. Rupture, vaccination, rickets and scarlet fever were each assigned twice.

5. "Brain fever," "brain affection," "closing of the skull," hydrocephalus, operation for adenoids, removal of the tonsils, heart disease, teething, measles, typhoid fever, eczema, pain in the back, and dog-bite were each mentioned once.

In only one case was there any suggestion that heredity had played any part. The reply ran "have no idea unless it is taken through the family."

It may be noted that the cause most frequently given, *i.e.*, maternal psychical impressions, (fourteen cases) is one which does not appear in the table adopted by the Commissioners in Lunacy and the Metropolitan Asylums Board as a basis for their statistics, and that alcoholism on the part of the parents is not once admitted to have any share in causation. The latter fact is somewhat curious, for it happens that although the relatives of patients repudiate the suggestion that drunkenness can have anything to do with the matter in hand they frequently come to pay visits when in a state of intoxication.

Similarly, relatives strenuously deny the existence of any hereditary taint while their own behaviour is supplying ample evidence of its presence. My experience leaves me in no doubt that the mental weakness which the Commissioners are investigating is in the majority of instances congenital.

(*Signed.*) EDWARD B. SHERLOCK.

8831. (*Mr. Loch.*) I understand that the paper you submit contains a criticism of this question of discharge and regulation in the matter of paupers. Do you propose that there should be an alteration in the Poor Law Act? Would you have a longer control over the pauper than twenty-four hours?—There is more under the Act of 1889. I think I mention that further on, but even with that we have not sufficient.

8832. You propose, therefore, a greater control over those in the workhouse?—Yes.

8833. And you propose it in the interest of the class who are called "ins and outs"?—Yes.

8834. Do you think in the class called "ins and outs" there are a larger number of these feeble-minded type?—Such of them as are feeble-minded—I am speaking chiefly of London—would not get into the asylums of the Metropolitan Asylums Board. The extension of these powers under the Poor Law Act to these asylums would give the necessary power for detaining the patients who are really insane or feeble-minded.

8835. When they were in the asylums of the Metropolitan Asylums Boerd you would then gain control of the discharge?—Yes, I meant to say in effect that the powers of detention and control in the Metropolitan Asylums Board asylums are exactly the same as those in the workhouses for patients who are not insane at all.

8836. What would you suggest as an alternative?—I think in the first place that all the patients should be under certificate of some kind, and that their discharge should not be allowed except by the authority of some special board, people who are competent to understand lunacy matters.

8837. In the case of discharge from the workhouses would you have any kind of similar control there?—If the patients were feeble-minded.

8838. If they were somewhat feeble-minded?—Yes, as a matter of fact I think all the patients who are feeble-minded, whose mental defect is fairly obvious, in London come into the Metropolitan Asylums Board institutions. They do not want them in the workhouse and if they can be moved on, the workhouse people move them on.

8839. Have you not come across cases in which the people approach to being vagrants and they go in and out and yet they are feeble-minded?—The accommodation in London workhouses is limited; it is too small, and if the medical officer of the workhouse can get the feeble-minded patients away to the Metropolitan Asylums Board asylums, he does.

8840. You do not think that apart from that there are a great number who go out and do not go to the asylums and just simply stray?—Not marked cases; if they were at all marked they would be sent on from the workhouse to the Metropolitan Asylums Board's institutions.

8841. Take cases which are less marked but which nevertheless might be kept in, who show by other signs that they are practically recidivists, do you not think there are many of those who go in and out?—There are a great many patients in the workhouses who ought to be detained, mental defectives to a certain extent, but they are not certified.

8842. Have you any theory as to the relation of private institutions for the care of the feeble-minded to the general official system which might be created? At present the institutions for the feeble-minded are mostly private?—For those of the better class; for those other than paupers.

8843. Also there are homes for girls who have left pauper schools, and others for the members of the pauper classes?—Yes, those are all private institutions.

8844. Would you bring them into connection with the official system?—Yes, I think they ought to be under the same control.

8845. The same control by the county?—If the county

is to be the ultimate authority. I do not know that that is the best way.

8846. What would you suggest ?—We want a sort of Department of Public Health under which all these things should come.

8847. And that would be decentralised into county control from that central organisation ?—Yes.

8848. Would you be in favour of grants being made to these private institutions if they are under inspection to meet the demand ?—I do not think there would be any private institution requiring grants.

8849. If they were on the footing that you suggest ?—Yes.

8850. That is to say they would all become official institutions ?—Yes.

8851. And be supported out of the rates?—If necessary. I think those which are at present private would still be supported from their own private resources.

8852. You would have inspection of them ?—Yes.

8853. To what extent do you think the demand in London is unmet; to a very large extent ?—Yes, more particularly as regards people who are not paupers.

8854. Would that run into thousands ?—Yes. I am informed that it would; I get my information from school teachers; they have expressed the opinion that the number of mentally defective children is really much greater than is generally supposed. So long as people can afford to pay for education and care for them they are not discovered.

8855. Would you place these children at an early age under special treatment and education ?—Yes, I do not think you could fix any general limit of age; it would depend on the local conditions.

8856. You would have between your school authority and the authority you have sketched, a sanitary authority, as it were, with quick interchange of information as to these children, so that they might be placed out ?—Yes, it would be desirable.

8857. As to adults, what would you suggest ? Would you deal with them from the point of view of colonies ?—I think the colony system is the best.

8858. Do you think that it can be organised on a more economical basis than what you have just heard, say, at Darenth ?—As regards individual cases, but so many of these feeble-minded and imbeciles require a good deal of education. There is a certain class of imbeciles who are capable of being made to do work, and in their case an institution could be run at a lower rate than at present. That would still leave the older and more helpless cases to be dealt with. The expense of maintaining them, I do not think, is going to come down below 10s.—put that as a rough average; it is about that in the Metropolitan Asylums Board institutions.

8859. Taking the whole of the class, you do not think you can bring it on an average below that; the whole class of the defectives ?—A little lower. There are at present a good many of these cases who are not under care and who are not directly costing the ratepayers anything, and they would not cost so much as 10s. if they were looked after; probably not much less, but the general average I take it would be under 10s.

8860. Have you found any economy in voluntary management that you would not find in official management; economy that you would approve of ?—I cannot speak positively, but my general impression is, no; that the officially-run institutions are better. I do not think the voluntary institutions are cheaper than the others

8861. Have you inspected any of these voluntary institutions in London ?—I was Medical Officer at one of the private asylums in London and I know the others by repute.

8862. I meant for the defectives—private institutions for defective girls, for instance ?—No, I have no personal knowledge of those.

8863. (*Dr. Donkin.*) I think you and Dr. Rotherham are both at one with regard to the advisability of a special certificate for such cases as might be swept into the net ?—Yes.

8864. Would you be of opinion that it would be necessary to have a magistrate's certificate as well, or treat them under a certificate somewhat similar to that under the Idiots Act ?—The Idiots Act does not give power for permanent detention, and I do not think it would be altogether safe to entrust powers of permanent detention to any except a properly constituted legal authority, magistrate or justice of the peace. I think, as a matter of fact, we ought to have for permanent detention some such order as at present, an order from a justice.

8865. Would it be enough for the certificate to be by the Special Board without a magisterial certificate if it was not permanent but renewable for five or three years; do you think that would be enough ?—It really depends on the constitution of the Board; the members of the Board might be as competent as a justice of the peace, and therefore just as suitable to exercise the powers.

8866. It might be considered by some that a certificate which would be valid without a magisterial signature would be more easy to obtain, not being so public ?—If it has to be obtained from the Board, I think it would be obtained with rather more difficulty, because the members of the Board would probably not be as numerous as the justices, who have authority to act under the Lunacy Act. They would not be so widespread.

8867. On the whole, you think it would be well to have a magisterial certificate ?—I think it would be more convenient.

8868. (*Mr. Hobhouse.*) With regard to the third paragraph, second column, page 2,* I would be rather glad if you would amplify that statement. You tell us that the average weekly cost of maintaining patients in County and Borough Asylums for the year ending March 31st, 1903, is given by the Commissioners in Lunacy as 10s. 2d., while mentally defective patients under the care of the Metropolitan Asylums Board cost for the same period 10s. 2½d. Taking all classes of feeble-minded together the expense of maintaining the more marked cases such as are at present detained is not likely to fall below 10s. Then you go on to say: "but those who remain to be gathered in could probably be made self-supporting if the matter were handled without concession to the foolish sentimentality of the age" May we have some explanation of that ?—If you could amplify your question.

8869. First of all may I ask what you mean by "the foolish sentimentality of the age." What is it that is introduced or excluded by the sentimentality which increases the cost ?—The interference of the parents and friends, and to some extent the interference of outside agents, with getting the maximum amount of work out of the patients; the insistence that they shall be treated, not as more or less imperfect implements or machinery which should be utilised to the best advantage, but that they should be treated primarily as sick persons, who are to have special care and special privileges, and be entitled to put the community to special expenses, that I think covers what I mean.

8870. May I ask what remedies you suggest in order to get fuller value out of their work, because that is, as I understand it, your suggestion ?—Yes; you find the answer I think practically in the first paragraph; you want to prevent the parents and friends interfering to the extent that they do with the control of institutions in which these persons are congregated.

8871. How would you prevent that ?—By giving more extensive powers to the controlling authority; in the case of the asylums, to the medical superintendents.

8872. Cannot you amplify that answer in any way ? I mean, for instance, what powers should be given to the controlling authority of preventing interference by parents or relations ?—The main power, I think, would have to come from the education of public opinion. As things stand at present, these institutions which are under the Poor Law have what I may call the taint of Bumbledom about them; they are watched with the greatest suspicion by the friends and relatives of people who live in them; and the evening papers in particular and the Press generally take every opportunity of running down the administration of these places, and introducing difficulties in their control.

8873. Cannot you give us something more concrete than that ? I want to know what it is that you suggest

* *Vide* p. 514, col. 1.

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either should be included in the power or excluded from the interference ?—It is very difficult to do that, because the matter appears in such a different light in different circumstances.

8874. I only want to get your opinion as to what it is you are aiming at ?—One point would be to increase the power of detaining people. As things are at present, if the relatives and friends of the patient wish to take him out, they can do so. If a patient has been taught some trade, and is able to do a certain amount of useful work he can then be removed, and his services employed by his own people.

8875. Then the first of the greater powers which you would like to see is a permanent detention of the patient by the controlling authority of the institution ?—Yes ; practically, at present, the powers of detention are quite inadequate.

8876. Can you give us another one ?—The other is largely a matter of educating public opinion. If it could be recognised that the people who are in charge of institutions and who are directing their management are acting in the public interests, then they would not have to, as they practically have to, modify their methods in deference to popular prejudice of various kinds. Then a good deal could be done to develop the resources of an institution, which is not done at present.

8877. Then you want this power of something like permanent detention in order to decrease the cost ; is that the idea ?—It would decrease the cost, yes ; that is the main thing. You would be able to get more work out of the people who are under your control, and also you would not have to allow them sundry little luxuries which they get at present as being sick patients.

8878. Those luxuries, you think, are excessive ?—Yes.

8879. Are those luxuries construction of buildings, or maintenance in the matter of food and clothing—which of them, or all ?—The buildings, for one thing, are usually unnecessarily elaborate. The ordinary food as given one could hardly take exception to, but there are further expenses such as supply of alcohol, in various forms, in the way of beer and wines and so on, which I think might be almost completely discontinued.

8880. Which you think now are given in excess ?—Yes.

8881. Could you indicate to us any other source of economy of management ?—No, I do not think I can suggest any other source.

8882. Are the buildings with which you yourself are connected too elaborate for their purpose ?—No, perhaps not, but then the class of cases that we have to deal with require a greater amount of care than is the case with those imbeciles who at present are not under control, but whom it is proposed to put under control.

8883. Would you have any fear, if the control of these feeble-minded were passed to one or other specific department, lest that department should force upon you the construction of a greater or more extravagant type than you would yourself erect ?—I think the department I speak of would be less likely to do that than the present authority.

8884. You think some reform is possibly change of jurisdiction ?—Yes, I think so.

8885. To come back to the question of expense of those people who are to come in in the future ; those who remain to be gathered in would probably be self-supporting. Where are those people to be gathered in from ?—The class I speak of there are slightly defective people who are somewhat dangerous to themselves and to others, who yet are capable of doing a certain amount of work, and are doing that work and yet kept out of institutions for the profit of their friends and relatives. If they can, as in fact they do, earn their living outside, their earning powers would suffice to maintain them in institutions and under treatment.

8886. Would the proportion be sufficiently large to bring down the average cost below the 10s. ?—Taken altogether, I should think it would be somewhat lower.

8887. How much lower ?—I do not think I could give you any information ; it would only be a guess on my part.

8888. Would you agree with the evidence of the last witness that three of these defectives are about equal to one man in labour ?—Considering that no two defectives are alike, I do not see how you can classify them in that way. You might find three who were a good deal better than the average man, and you might find three who were not so good. I do not think you can state it in that simple form.

8889. You would not say that the average of one class against the average of the other class is as an average of three to one ?—I think it is a case where one cannot strike an average ; the range is so wide that practically you cannot get an average.

8890. Can you give us any further enlightenment upon the cost of maintenance ?—No, because this class of the community is not yet under control. There is practically no experience of the cost, and I think that any estimate is almost entirely guess work.

8891. With regard to establishment expenses, construction of buildings and so forth, what sum would you allow per head for the construction of buildings, supposing you were going to start a labour colony of the type suggested ?—I have a vague notion that it might be put down at a couple of hundred pounds per head, but I should not like to say without comparing the cost of existing institutions.

8892. You have not made any calculation ?—No, I have not made any calculation, and I have not in mind at present the cost of any institution that I am familiar with.

8893. Do you know the cost of the construction of the buildings with which you are now connected ?—No, I do not remember it. Until I saw the figures I should not like to express an opinion whether it would be lower or whether it would be increased.

8894. Would you corroborate the evidence of the last witness, which I think you heard, as to the size of the grounds necessary to maintain such an institution ?—I expect Dr. Rotherham and I were more or less guided by the same considerations, that is by our experiences under the Metropolitan Asylums Board. I put the accommodation from 1,000 to 2,000 persons. I do not think even of the best class more than 2,000 persons could be adequately controlled by a single officer in charge. The experience of the Metropolitan Asylums Board as regards that matter is perhaps worth quoting. At the Darenth Asylum, the acreage for about 2,000 persons is, I think, 143. At the Tooting Bec Asylum, which represents about the other extreme, the acreage for 750 patients is twenty-two. At the Tooting Bec Asylum there is sufficient ground for the airing courts, and for the ordinary health of the patients, such few patients as can do work, but there is no room for farm buildings, and there would not be anything like enough room for a colony. At Darenth there is room at present, and I should put it, as Dr. Rotherham does, that for 2,000 persons you want an estate of about 150 acres.

8895. You think that 2,000 and not 3,000 should be the limit of persons aggregated together ?—Yes.

8896. 3,000 would be too large ?—I think 3,000 would be too large for proper supervision.

8897. But in that 2000 all classes of the defectives could be brought together ?—Yes, but if there was a large proportion of lower grade ones, 2,000 would be too many.

8898. From motives of economy or motives of control ?—Motives of control, because the superintendent at a place of this kind has to pull the strings for several departments ; he has got to control various officials and to look after a lot of attendants who are not people of particularly great intelligence themselves, sometimes. At the same time you have to keep in view the possibility of accidents, and to remember that the coroner is always in the background. He would not be able to look after 3,000 patients properly in that case.

8899. (*Mr. Byrne.*) Do you think there are many more imbeciles now under detention who might be made to work, than are now working ?—Perhaps not a great many more, but imbeciles who could work I think are at present working outside—working for the benefit of their friends.

8900. If they are doing that and not doing an injury to the community, is there any serious call for the State to interfere with them ?—The injury that they are doing to the community is that they are breeding a further generation of feeble-minded.

8901. So when you say on page 513 that you would recommend the adoption of a simple process of certification applicable to all classes of the feeble-minded you would look forward to taking these people in, taking them away from their homes, and so on ?—Yes.

8902. Would you say that so-called sane epileptics might with advantage work in such a colony in close contiguity to your feeble-minded ?—Yes, they could, but I should think a distinctly marked class like that might very well be accommodated in its own special colony.

8903. Sane epileptics could in many cases do a substantial amount of work ?—Yes, they are very good workers frequently.

8904. And they might help in a general colony by eking out the insufficiency of the lower grade ?—Yes; they might be employed in that way.

8905. And if all classes of feeble-minded were gathered together in an institution on account of the danger to the community and not on account of their absolute incapacity to maintain themselves, you would expect a very reasonable number of people who could do remunerative work ?—Yes, I think a great many of them could do it.

8906. If that is so, I want to know how you arrive at a figure of anything like 10s. a week for maintenance, because that is more than the present rate of maintenance in expensive County Lunatic Asylums where no one does a stroke of work at all ?—I thought I had made that clear. I am speaking of actual cases; the 10s. 2d. is the rate given by the Commissioners themselves.

8907. And you think it might come down to 9s. if more people were brought in to work together ?—The 10s. 2d. would remain as before for the present institution; the rate for the newer ones would be lower; therefore, the average all round would be lower.

8908. Would it be an average of 9s. ?—I should not like to say.

8909. It is a very serious thing if the State is to undertake this duty; a few shillings in the cost of maintenance makes a great deal of difference ?—It depends on the relative numbers who are taken under care in addition to the present ones.

8910. Let us take the better classes. Supposing you were put at the head of a large institution for so-called sane epileptics provided with farm buildings, would you expect them to cost you 9s. a week ?—No, I should expect them to be almost entirely self-supporting.

8911. Supposing you had a smaller institution of 1,000 or 1,500 of the highest grade imbeciles or slightly feeble-minded people, would you expect them to be self-supporting ?—No.

8912. What would be your best hopes for them ?—What proportion of workers ?

8913. I am supposing 1,500 of the very best class ?—Out of the 2,000 ?

8914. Yes ?—I have no practical experience of a place of that kind, but I could say on general principles that such a place also would approach to being self-supporting; that is to say, not for the initial cost but the ordinary working expenses.

8915. Is not that rather different from your statement that the cost would still remain at something like 9s. a week ?—No, not altogether; that does not affect the fact that there are present cases still being detained at 10s.; there are a very large number of them.

8916. But that large number of persons at present detained would not be suitable for labour colony life at all ?—No.

8917. Even if they are in a colony they would be simply detained there—idiots, for instance ?—Yes.

8918. At Belmont you would have none at all, I suppose, who would be of any use; they would have to be maintained at the same rate ? But surely if you have anything like one-third or a half of the people able to work, it ought to reduce the cost below 9s. a week, which is the cost of maintenance in asylums where no one works at all ?—It depends on the relative proportion of workers and non-workers; I estimate all the non-workers will cost 10s.

8919. (*Mr. Hobhouse.*) What proportion would the non-workers bear to the workers ?—That is just what I am not prepared to say. I think at any rate at first the the proportion of workers would be pretty low; say 20 per cent. of the whole.

8920. (*Mr. Byrne.*) It is on some such proportion as that that you estimate the 10s. a week ?—The 10s. is not an estimate of mine; it is the actual cost for the class to which it at present applies; I do not think it is likely to be lowered; that is what I meant to say.

8921. It is the case, is it not, that in the County and Borough Asylums there is little or no remunerative work done by the patients ?—It cannot be turned to the best account, but as a matter of fact there is often a good deal done; that is to say, in the way of ward work, cleaning, gardening operations, and unskilled labour generally.

8922. Every work is remunerative if it replaces what would be paid work ?—Yes.

8923. Do you think that the sort of work now done in asylums, or work of that type, is practically the most that we can hope to get out of the feeble-minded if they were put in a colony ?—I think work of that type, yes; possibly more of it.

8924. Still, work of that type ?—Yes.

8925. No busy workshops—no farms—no lucrative kitchen gardens ?—As far as the best grade are concerned, they are quite capable of doing a better class of work. You must regard them as more or less damaged machinery, but, even so, they can do unskilled labour of a fairly high grade. A small proportion of them can make baskets; they can cobble; they can cut wood for fire-wood; they can do a certain amount of gardening; some of them can do a little painting.

8926. A good many of those things require more brains and more physical capacity than a great deal of the routine work of agriculture and kitchen gardening. If a feeble-minded person can make a pair of boots fit to wear, *a fortiori* he could weed ground and that sort of thing ?—Yes.

8927. Going back to the opinion expressed on page 513 (col. 2). "The adoption of a single process of certification applicable to all classes of the feeble-minded." Would you enumerate some of the cases of feeble-mindedness that you had in your mind then. You refer to the feeble-minded coming from Special Schools, I suppose ?—I was thinking rather of the class generally which is not regarded at present as requiring control; it would include that group.

8928. Would you include in it the people who in considerable number find themselves going in and out of prison and workhouses and asylums?—I think they ought to be detained, but not necessarily in the same kind of institution as the person who is simply defective. I think the person who is what is called morally insane requires more drastic treatment, and more active supervision than would be given in a simple farm; anything that would be suitable for a person who is morally weak-minded.

8929. If they commit serious crimes I presume you would like to see them treated in convict prisons where they would have proper work given to them ?—Yes.

8930. Would you include habitual drunkards. A large number at present under detention, we are told, are feeble-minded—a very large proportion indeed ?—Yes, I should include them.

8931. Would you include tramps and vagrants whose habits are a nuisance to the community, a curse to their children, and who are perpetually getting into prison for trifling offences. Would you like to have power to put them to compulsory labour in a colony ?—Yes.

8932. On the ground that though they might have sufficient intelligence, yet they obviously had not the prudence and self-dependence to keep them in freedom ?—Yes, I think they should be included.

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8933. Have you any idea as to how many ? Are there any other classes you would include ?—There is a class of women ; of course they are included in this other group, but there are a good many feeble-minded girls who can do a certain amount of work as maidservants, and so on, and since they are the prime source, as far as I can tell, of the supply of the feeble-minded, I think some effort should be made to interfere with them.

8934. How would you catch them ? Would you wait until they got into trouble, or if they were unmistakably feeble-minded, would you catch them at the end of their school life ?—If they were obviously feeble-minded, I should say they should be caught as early as possible, fresh from school. With many, the fact does not appear until they reach the workhouse infirmary for the purpose of giving birth to a child.

8935. Have you been able to form any idea as to the number of persons who would be included and require to be dealt with—the number of persons in these various classes ?—No ; of course, it depends just where you are going to draw the line. I think you would begin by providing accommodation for the worst and see then how much further accommodation is needed. As I said just now, they vary so widely ; there is no distinct class that you ought to cater for. It is really impossible to say off-hand where one could draw the line. I think any procedure should be rather experimental.

8936. Is it the case that there are very good reasons for dealing with a visible 5,000 or 6,000 of these people, and you might find good reasons for dealing with four or five times as many ?—I think that states the case very clearly.

8937. Your strong opinion is that there are at least some thousands of people in the country who, in the interest of the State it is most necessary that the State should detain and set to work at once ?—Yes.

8938. (*Dr. Dunlop.*) You said the Guardians have no powers to take any action under the Idiots' Act ?—No.

8939. None whatever ?—According to my reading of the Act ; as I read it they have not. I do not think there is any decision.

8940. So far as you are aware, in no case have guardians done so ?—No.

8941. Do you know whether guardians have paid the board for children in idiot asylums ?—They may ; I do not think they do. I should not like to say on that point. They can, if they want to.

8942. Darenth, as it was originally, differed from the idiot asylums in that children were not certified at all ?—Darenth had never to do with the Idiots' Act ; it was a poor law institution.

8943. It had to do with idiots, had it not ?—It has to do with idiots still.

8944. That is one practical similarity between the two ?—Darenth Asylum deals with pauper idiots and the others which come under the Idiots Act deal with patients who are not paupers.

8945. Because they are paupers they are not at present certified, or were not certified—is that so ?—Perhaps I may explain the difficulty that has arisen there. Under the Lunacy Act, to get a person, whether idiot or imbecile simply, that is to say other than lunatic, to get a person who is not called a lunatic under the Lunacy Act and a person who is idiot or imbecile under control, three medical certificates are necessary. The proceedings are very elaborate and complicated. They have to be taken under Section 24 of the Lunacy Act ; it is very cumbrous. The Metropolitan Asylums Board, in view of the expense of carrying it out practically decided to disregard it for patients under sixteen. In the year 1890, the attention of the Board was called to this fact by the Commissioners in Lunacy themselves ; that these patients were being detained without their being certified, but as I understand from the minutes of the board—of course I have no personal knowledge of this—the board decided, since the Commissioners in Lunacy were willing not to take any action in the matter, to let the matter run on. The effect has been that patients under sixteen, until the last year or so, have not been certified for transfer to the Darenth Asylum, which has been the only home under the Metropolitan Asylums Board for receiving children. The rule has been, apart from the Lunacy Acts really, that patients under sixteen should not be certified and patients over sixteen should be certified. It has been a perfectly arbitrary rule, and it rests, so far as I know, on no legal basis whatever. The Commissioners refused to take any action with regard to it.

8946. Of course you are aware the Metropolitan Asylums Board is a most exceptional body ; there is nothing else in the country to correspond to it ?—The Lancashire Asylums Board has special power.

8947. Generally over England there is nothing similar ?—No.

8948. Do you think it is advisable to extend the Idiots' Act ; do you think it is a good Act ?—We do not work under it ; I have no practical experience of the working of it. It does not apply to any of the institutions with which I have been connected. I would rather not express an opinion about that.

8949. Regarding adults, there seems to be a good deal of overlapping in London between the County Council Asylums and the Metropolitan Asylums Board Asylums ?—Yes, they do overlap. Will you put a case to me ?

8950. Not one case, but you meet with very similar cases in the two different forms of asylums ?—Yes.

8951. Do you consider that a desirable state of affairs, to have dual authority attending to the same cases ?—No, I do not.

8952. Which authority is the one to support ?—I am an officer of the Metropolitan Asylums Board ; that may be supposed to prejudice my views in the matter, but for myself I do not think either authority is the proper one.

8953. You would suggest a new authority ?—A new authority to cover both.

8954. Would this new authority also take in these uncertified cases ?—The cases which are at present uncertified, yes.

8955. As regards uncertified cases, you have come across a good deal of evidence that there is a good deal of neglected lunacy going about the country ?—Yes.

8956. Could you give us one or two very striking cases that you come across ?—I can give you a rather entertaining case which came under my notice when I was medical officer to the Stafford County Asylum. There was in Stafford a young man of very high degree of mental defect who used to carry on a trade in the town ; he had a little stall there. There, in Stafford, where he was well known he gained his livelihood for a long time. He was so unwise at last as to move to an adjacent town in the same county. There, where he was a stranger, his eccentricities called the attention of the police and he was seized, certified as a lunatic, and sent back to Stafford County Asylum ; within the walls instead of outside.

8957. Have you come across many of these individuals that go backwards and forwards between asylums and prisons ?—When they once get into asylums they generally stay there.

8958. Is that your experience ?—Or if they do not stay there, they soon come back, because in lunacy practice one finds that the fact of a patient having been in an asylum is regarded as strong presumptive evidence of his being insane, if the question should arise a second time. Sometimes it is practically the only evidence which is given as to his insanity, that he was in such an asylum.

8959. Have you come across cases where they have been in an asylum—out—in a prison—sent to asylum—sent to prison ; that cycle two or three times over in one year ?—No, I have not had cases of that kind.

8960. When you talk about the segregation of the congenital defectives, do you intend that to apply to the better classes as well as the poorer classes ?—Yes. I might put it this way—not so much the segregation, but the supervision. I do not mean to say in the case of mentally defective persons who have homes and friends who can be made to look after them, that they should be consigned to an asylum ; I do not think anything would be gained by it.

8961. Your view is that so long as they are looked after outside they do not require to be brought inside an institution ?—No.

8962. That takes us back to this point: if these are so pressed, why interfere with one who is behaving himself and earning his own living outside?—Because in all probablity he is not under supervision. He is being exploited by mercenary relatives, perhaps, and if it is a girl she runs a great risk of being brought into trouble morally. If it is a boy he runs a great risk of falling under the influence of criminals and becoming a criminal himself. Those arguments do not apply to the children of the better class, however bad mentally they may be.

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8963. When there is distinct evidence of want of care at home you think it is desirable to put them in an institution?—Yes, where there is a reasonable risk of the patient not being properly supervised and controlled.

R. CUNYNGHAM BROWN, Esq., M.D., called; and Examined.

8964. (*Chairman.*) So that we may get it on our notes, would you kindly give us your qualifications?—I am a Bachelor of Medicine, Bachelor of Surgery, Doctor of Medicine of the University of Durham.

8965. I think you are Deputy Medical Officer?—Yes, Parkhurst Convict Prison.

8966. You have been so kind as to give us a statement of your evidence; may we put that on our notes?—Yes.

R. Cunyngham Brown, Esq., M.D.

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STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY R. CUNYNGHAM BROWN, ESQ., M.D.

In view of the steady increase of certified insanity in this country, the overcrowded condition of a large proportion of our asylums, and the increasing burden which the care and maintenance of the insane poor is throwing on the tax-paying community, I was asked early in 1904 on behalf of the "British Medical Journal" to inquire into the administrative methods adopted by other countries for coping with this increase, with particular reference to what is known as the family-colony system. This system, which consists in the boarding-out of harmless, inoffensive lunatic or imbecile patients within the homes and under the care of competent guardians, who are required to comply with regulations imposed by the administrative authority, has been practised in Belgium for ages, and has been adopted in Scotland since 1862, and more recently in France, Germany, Holland, Italy, Austria, Russia and the United States. In many of these countries the system is undergoing a remarkable development, and in Germany is applied from no less than thirty-two centres. The results of my visits to the family-colonies of Dun-sur-Auron and Ainay-le-Chateau in France; Gheel and Lierneux in Belgium; Uchtspringe, Gardelegen, Jerichow and Rockwinkel in Germany; Veldwijk in Holland, and to Scotland have already been published in the "British Medical Journal," January 7th, to March 18th, 1905.

My visits have convinced me that this system may be safely applied to from 15 to 20 per cent. of the total insane population with the following results:

I. The patients are happier, healthier and more tranquil than in the asylum.

II. The application of this method results in a large pecuniary benefit to the tax-payer (1) by obviating the necessity for erecting new asylums or extending existing structures; (2) by the intrinsic cheapness of this form of provision for the insane; and (3) by the aid in money and labour afforded to the personal guardians of the patients.

III. Its application in our own country would result in increased co-ordination and control. (*See* "England and Wales," p. 523.)

IV. The family-care system is in certain cases a valuable therapeutic measure in itself, and furnishes also an admirable means of testing the fitness for return to society of a convalescent

V. By relieving the asylums of large numbers of chronic and incurable cases, it permits of a concentration of medical effort, a more individual treatment, of acute and curable cases.

As will appear from the short descriptions given later of the places visited, one of the following modes of disposal of the patients, or combinations of these, have been adopted.

Form A.—The patients may be placed within the homes and under the care of married asylum or ex-asylum attendants in the close neighbourhood of the main asylums and visited by the asylum officials. Veldwijk and Uchtspringe.

Form B.—The patients may be placed with guardians, not asylum officials, in the close neighbourhood of the asylum. Visited by medical officers under the direction of the Medical Superintendent of the asylum, as at Gheel, Lierneux, and Rockwinkel,. (Also Italy.)

Form C.—The patients may be placed within the homes of the ordinary inhabitants of some district, remote from the main asylum, generally a rural agricultural district, having, in the centre of the colony thus formed, an asylum for the colony solely, and having smaller sub-colonies of groups in the surrounding region, each with its own small hospital or lazarette. The patients are visited by the medical officers of the colonial asylum, under the direction of the Medical Superintendent of the colony, the whole forming an autonomous colony as at Ainay-le-Chateau, Dun-sur-Auron and Levet in France and Gardelegen and Jerichow in Germany.

Form D.—The patients may be scattered over villages and rural districts, throughout the country, disconnected from any asylum or institution, visited not by asylum officials, but by local officials (Parochial Medical Officers and Inspectors of the Poor) yet visited by, and under direct control of, the Lunacy Commissioners, as in Scotland.

Each of these systems is found to be good in that it permits to suitable patients a degree of liberty, a diversity of natural interests and healthy occupation, and an environment to which they are by nature adapted, impossible within an asylum, combined with adequate inspection and control. The choice of a system has been determined not so much by the intrinsic merits of any one system as by the nature of the country, the character of the inhabitants and the form of administration obtaining at the time, that system being chosen which most easily fitted the existing machinery of care and control.

FORM A. (1) HOLLAND.

The system in vogue in Holland, at the asylums of Veldwijk, Bloemendal and Dennenoord is that in which the patients are boarded out in the immediate vicinity of the asylum or ex-asylum attendants. For many years there had been a considerable contingent of Dutch patients at the colony in Gheel, but it was not till 1884 that this system was inaugurated in Holland. At first it was only permitted to board out cases with asylum attendants, but later this restriction was removed and to-day there are numbers of patients living with the ordinary inhabitants. The work was initiated by the Christian Association for the Treatment of Insanity and Nervous Diseases. This Association is not a State institution, but is supported by voluntary contributions and has the three asylums mentioned above, with a total population of over 1,500 patients. These asylums were established for paying patients, but patients of all classes are received, indigent patients being accepted from the State asylums at fixed rates. The results have been so favourable that the system has been applied since 1889 at the State Asylum of Medemblik, since 1900 at Grave, since 1892 at Meerenberg and at many other asylums. The law stipulates that in no case must more than 10 per cent. of the asylum population be disposed of in this way and that each patient must have been at least half a year resident in an asylum prior to being boarded out. In Holland, unlike most other countries, this method has not been adopted for pecuniary reasons or on account of over-crowding of asylums, but purely as a therapeutic means of approved value. I was able only to visit Veldwijk, but as this is the oldest family-colony in Holland and the model on which the others have been planned it may be accepted as typical of the whole. The patients to the number of ninety-three were of three classes, private patients of the 1st and 2nd classes and state-aided or 3rd class patients. The forms of disorder were varied, being of the imbecile, demented and

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quietly melancholic and delusional states, and the patients for the most part lived in the homes of married asylum attendants outside, but not distant from the asylum bounds. The houses of the private patients need not be considered here in this connection, as they differ little from the dwellings of the upper middle classes in this country. The houses of the 3rd class are detached or semi-detached cottages of excellent construction, each with its own garden, and in perfect order, The interiors were comfortably furnished and scrupulously neat and clean. The patients of the 3rd class, numbering as a rule two in each house, must be of the same sex. Each patient possesses a bedroom, whose cubic capacity, light, space, and number and quality of furnishings must conform to the regulations laid down by the asylum authorities. The clothing of the patients is supplied by the institution, but does not differ from that of the neighbourhood, and is comfortable and sufficient. I found everywhere the patients to be well nourished and contented, mingling well with the families with whom they were placed, and obviously well cared for.

Inspection, etc.

Each patient is visited at least once a week by the Medical Director or one of the three assistant medical officers; also at frequent intervals by a lay overseer or *beamter*, and twice yearly by the Governmental Inspector of Lunatics and Lunatic Asylums. The house of the guardian or *huisvader* must also at all times be open to the inspection of the Officer of Justice or his subordinates. Each patient also, as at other colonies, has a book containing an inventory of the articles of clothing, etc., supplied to him, extracts from the law of April 27th, 1884, setting forth the conditions which must be fulfilled by the guardian, and spaces for observations as to the patient's bodily and mental state, and for the signatures of the officials at each visit. The patients come also, once weekly, to the asylum for bathing, and examination by the Medical Director, or to lay any complaints or requests before him.

Cost.

The connection between the asylum and the colony is of so intimate a kind that the published financial statements do not contain figures from which any comparison can be drawn between the asylum and the colony, in this respect. The director, Dr. Van Dale, however, informed me that the cost is slightly less in the colony than in the institution.

This same system (Form A.) has been adopted at many asylums in Germany, of which the small colony of Wilhelmseich, near Uchtspringe, may be taken as a typical example.

(2) UCHTSPRINGE.

This, the sister asylum to the agricolous colony and asylum of Alt-Scherbitz, was opened in 1894. Shortly after its opening the Medical Director, Dr. Alt, erected in the neighbourhood of the asylum seven double houses, for the occupancy of a married attendant in each, his family and three patients. The attendants pay fifty marks (£2 9s.) a year in rent, and are paid at the rate of 60 pf. (8d.) a day per patient by the institution, which also furnishes the patients' rooms and provides their clothing. The three patients in each house are, as a rule, composed of one adult able-bodied worker, one unable to work and an imbecile boy. The patients are visited at regular and frequent intervals by one of the medical officers of the asylum, and go once a month to the asylum for bathing and examination. I found the homes to be clean and comfortable, the patients cheerful and well behaved, and the food wholesome and abundant.

Cost

The total cost of maintenance of these patients amounts to one mark a day as contrasted with the 1 m. 70 pf. of the asylum proper.

This system has not been further developed because Dr. Alt feared that the interest in patients placed in families close to the asylum might be submerged in that of so large an institution, and because it had already served its founder's aim by demonstrating the value of this form of provision, and of enlisting public sympathy in this work. For these reasons the next development was the formation (in 1898) of the autonomous colony at Gardelegen, in which the patients are boarded out in the homes of the ordinary inhabitants and later (in 1900) at Jerichow (described later).

At this and at all the other German colonies each patient has a book containing information relative to the patients, and a copy of the rules for the guidance of the guardian. (*See* Appendix I. *page* 525.)

This system of boarding-out under attendant guardians in the close vicinage of the asylum commends itself as a safe and simple way of initiating family care in any country, of testing the fitness of a patient for family life, and of accustoming the people of the neighbourhood to this mode of provision. It is, in fact, only a slight extension of the village asylums at Aberdeen and Bangour (Edinburgh). It is, however, a more institutional form of government than is necessary or even advisable, for large numbers of the insane.

FORM B.

In which the patients are placed with the ordinary inhabitants in the neighbourhood of the asylum, and are visited by the officers of the asylum.

(1) GHEEL.

The historical example of this mode is furnished by Gheel, but it is also practised in the south of Belgium at Lierneux, and at Rockwinkel, near Bremen, North Germany. The family colonies of Gheel and Lierneux are identical in plan and mode of administration. There is a central asylum capable of holding seventy inmates close to the village, and surrounded by wide agricultural lands, populated by small farmers, market gardeners and the like. At my visit Gheel had 1,834 patients, of whom 1,014 were men, and 820 women. The largest part of these were either congenital idiots or imbeciles (35 per cent.) or cases of chronic, secondary, organic or senile dementia (37·5 per cent.). About 10 per cent. were cases of epilepsy or hysteria, and a further 7½ per cent. were melancholic or hypochondriacal. The patients are of two classes, pauper patients—about 1,600 at my visit—and paying patients, usually about one-tenth of the whole number. Only two patients may be received in any one home, and each patient must, according to the regulations of the colony, have a bedroom to himself. The guardians are carefully selected, the dwelling must conform to hygienic standards fixed by the authorities, and the amount and quality of food are defined by law. The government of the colony is placed nominally under the authority of a *Comite Permanent*, composed of the Burgomaster, one Alderman of the Commune, and three other members nominated by the Minister of Justice, but for all practical purposes the Medical Director is the responsible head. The colony is divided into four sections, for each of which there is a sectional medical officer who acts under the Medical Director. Each sectional medical officer is required to visit and report upon each chronic incurable patient in his district at least once a month, and each patient who seems to offer a chance of recovery, once a week. There are also lay inspectors, *gardes de section*, numbering seven, who visit each case twice monthly, and report on their condition, management, clothing, dwelling, etc. The Medical Director visits each case also once a year. There are four bathing establishments, besides that at the infirmary, for the use of the pauper patients, and another is in process of erection for the private patients.

Cost.

The patients are divided into three classes, the *propres*, the *semi-gâteux*, and the *gâteux*, and their guardians or *nourriciers* are paid according to the class of patient 85 centimes a day for the *propres*, 99 for the *semi-gâteux*, and 125 for the *gâteux*. From these sums the guardians refund to the Treasury of the colony about 20 centimes. From this source and the payments of the *pensionnaires* or paying patients, the colony receives a yearly income of over 180,000 francs. Apart altogether from the cost of erecting asylums or interest on outlay, this system is found to be more economical than that of the ordinary closed asylum. During the three days I spent in Gheel I visited every part of the colony and saw several hundreds of the patients, inspected their homes, examined their clothing and bedding and conversed whenever possible with both patient and guardian. I found the patients pleased with their surroundings, and their guardians capable and intelligent. The patients enjoy a degree of liberty unknown in our asylums, and are of great advantage by their labour, and the aid in money, to their guardians. Formerly a barren heath, this portion of Belgium has been converted into a fruitful garden. On my second visit to Belgium I spent also three days at Lierneux.

(2) LIERNEUX.

The formation of this colony is instructive in that it is not, like Gheel, of ancient foundation, but was formed in 1885 as a means of relief to the overcrowded asylums of South Belgium, in the face of considerable local resistance. The people of the neighbourhood, however, finding that the patients were harmless and of profit to their guardians, soon withdrew all opposition, and the demand for patients became greater than the number the authorities deemed advisable to supply. There has been a steady yearly increase in the number of patients since the foundation, and at my visit in January of this year the patients numbered over 500. As at Gheel, there is a central infirmary, close to the village, in which, and in the surrounding country, the patients are boarded out with the people of the district. The mode of government and the machinery of supervision are identical with those at Gheel, and require no further mention.

Cost.

The following table gives the comparative figures of the daily cost per patient in four neighbouring asylums and the colony at Lierneux.

	francs.
A l'hôpital des Anglais à Liège - -	2.77
A l'hôpital de Baviere à Liège - -	2.79
A la sanatorium de Borgonmont - -	3.50
A l'hôpital de Verviers - - - -	1.92
A la Colonie de Lierneux - - -	1.50

FORM C.

This form of family colony is represented by those of Dun-sur-Auron, Levet, and Ainay-le-Chateau for the Seine Department, and in Germany at Gardelegen and Jerichow and other places. From personal experience I am only able to speak of those above mentioned. They are all alike in that the colonies are remote and entirely distinct from the asylum from whence the patients are discharged. The patients are discharged permanently from the asylum (in the case of France from the asylums of the Seine Department at Paris, and in the case of Gardelegen and Jerichow from the state asylums of the Kingdom of Saxony) to the colonies which have each their own directorate, staff and budget.

(1) THE FRENCH FAMILY-COLONIES.

Founded in 1892, the colony of Dur-sur-Auron was instituted explicitly for the disencumbrance of the asylums of the Seine Department, and the cases selected for transfer were, conformably to the ministerial instruction of M. Loubet, "aged people certified as insane, but in whom the condition of dementia, incurable but tranquil, and the senile enfeeblement of their faculties, hardly justified their detention in an asylum." This class of patient still preponderates in these colonies, but as experience gradually disclosed the fact that the subjects of many other forms of mental affection did well under family care, Dr. Marie, the founder and first Medical Director of this colony, now Medical Superintendent of the Asylum of Villejuif, obtained a progressive extension of the categories of cases likely to benefit by this form of assistance, and to-day there are also many cases of delusional insanity, chronic mania and melancholia, and adolescent dementia. The colony at Dun-sur-Auron gave such good results that the numbers steadily increased, the dependent colony at Levet was opened in 1896, the colony at Ainay-le-Chateau was opened shortly after and in 1900 converted into an independent colony, and numerous small villages in the neighbourhood were made the foci of sub-colonies, each with its little asylum, lazarette, or bathing establishment. At the time of my visit early this year there were 660 patients at Dun, 86 at Levet, some 200 odd at the sub-colonies of Bussy, Osmery and Ourouer, 438 at Ainay-le-Chateau, and arrangements were being made for future settlements at many other villages in the neighbourhood.

At Dun and Ainay there are asylums each in charge of a Medical Director, who is assisted at Dun by a *Medecin-adjoint*: and another at the colony at Levet. Most of the sub-colonies are connected by telephone with the asylums at Dun or Ainay and each sub-colony is in charge of a lay overseer or *surveillant des placements*.

The patients are visited at regular and frequent intervals, and come regularly to the asylum or the hospital of their sub-colony for bathing and examination. The asylum is further the social centre of the colony, where the patients meet in the *salle-de-reunion* for games and conversation. I made a house-to-house visitation to most of the 600 patients in the village of Dun-sur-Auron, and also the hamlets of Bussy and Osmery, and encountered many in the streets, unmistakeably demented, but attracting no attention whatever from the ordinary inhabitants. I found them occasionally at work, but as the majority are of advanced years, they were for the most part employing themselves in desultory fashion, or at meals. The interiors of the houses were certainly above the ordinary dwellings of the place in point of cleanliness and order, and the patients' clothing and bedding I found in excellent condition. Only two patients, as a rule, are permitted in one house, as it has been found there, as elsewhere, that when more than two are allowed, the proper blending of the patients with the life of the family is impeded. The rules stipulate that the food of the patients must be the same as that of the family and that at least three and a half kilograms of bread and one litre of wine must be supplied to each patient per week, and four days a week fresh meat, independently of vegetables and other foods. The patients appeared thoroughly contented, and though, being for the most part Parisians, many desired to return to Paris, not one wished, here or elsewhere, to exchange the life of the colony for that of the asylum. At Ainey-le-Chateau, and the sub-colony of St. Bonney I found the same conditions and received the same favourable impression. The only points that seemed open to question were, firstly, whether it is advisable to transfer aged people, habituated town dwellers, to a distant colony where they are out of reach of their friends or relatives, amongst a people who, however well disposed, have other ways than theirs; and secondly, whether some binding restriction should not be inserted in the rules of the colony (*see* Appendix II., *page* 526, *post*.) as regards the supplying of alcohol to the patients.

Cost.

The sum paid to the *nourricier* for each patient is 1fr. 10c. per day. The personal clothing is supplied from the institution, and this, added to the expenses of the infirmaries, medical and other service, etc., raises the daily cost to 1fr. 40c. in the case of Ainay and to 1fr. 60c. in the case of Dun, per patient. The average cost per patient per day in the asylums of the Seine Department is 2fr. 75c. If to this saving be added the avoidance of erection of fresh structures the resulting economy is very considerable. Practically the same system (Form C) is in operation at many of the family-colonies. The two I visited were Gardelegen and Jerichow, and as the conditions obtaining amongst the patients are the same at both places, Jerichow only need be described.

JERICHOW.

Jerichow is a small country town between Schonhausen and Genthin, of about 2,000 inhabitants, lying in the middle of wide and somewhat sparsely populated agricultural lands. On account of its remoteness from any large town, its dry and bracing climate, and the kindly and honest character of its farming population, it was well fitted for the formation of such a colony. A small provisional asylum was opened in Jerichow in 1900, and in that year forty-five patients were placed with families in the district. The numbers have steadily increased since then, and at the end of 1904 there were 330 patients at this colony. An asylum capable of holding 200 inmates was completed last year. The asylum is built in separate blocks, each capable of accommodating from forty to sixty patients, and stands in fairly extensive grounds. It is complete in every way, has its chapel, administrative bureau, laundry and other offices, but is much simpler and cheaper in construction than the ordinary asylum costing with the internal furnishing 3,000 marks (between £146-£147) a bed. The whole has been built according to the plans of Dr. Alt, and resembles the new village asylum at Kingseat, near Aberdeen, on a small scale, and contained at my visit 180 patients. Some of these are permanent inmates, but the great majority were in the asylum either as a temporary halting-place for observation on their way to the outside colony or for treatment during transitory excitement or intercurrent somatic illnesses.

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The Homes.

The patients are scattered over a circular area of about twenty kilometres (twelve and a half miles) diameter. The houses are the small comfortable cottages of the neighbourhood. The patients' bedrooms are as a rule superior to those of the family proper, owing to the restrictions regarding air-space, etc., imposed by the directorate (*see* Appendix I., *page* 525).

The Patients.

The patients are entirely of the third or state-aided class, and are discharged to Jerichow from the asylums of Uchtspringe, Alt-Scherbitz, and Nietleben. No less than 45 per cent. are idiot or imbecile, mostly young or indolescent imbeciles, About 5 per cent. are paralytic and epileptic cases, and the remainder are composed of the subjects of other forms of mental alienation. The selection of cases for family life is made with the greatest care, only such being chosen as are able to enter into the pursuits and interests of the family.

Inspection.

The whole colony is under the direction of a Medical Superintendent assisted by two medical officers. Each patient is visited at least once a week by one of the medical officers and twice a week by one of the overseers, of whom, including the asylum attendants, there are thirty. The care and supervision is extraordinarily thorough and has been followed by the happiest results.

Cost.

The average cost per patient per day, inclusive of the sum paid to the guardian, the cost of supervision, administration, and the expenditure of the asylum, works out at 1mk. 30pf. which is a saving of 40pf. per patient per day on the ordinary asylum of the country. The saving effected by this system of boarding out of the 563 patients in Saxony was for 1904, 287,000 marks, not counting the saving on the avoidance of new erections which would otherwise have been required. But it has done much more than this. It has relieved the asylum of 14 per cent. of their pauper population, it has been of material benefit to their guardians, and it has been of great benefit to the patients themselves.

FORM D. (1) SCOTLAND.

This form, in which the patients are boarded out with the ordinary inhabitants of the country and are not in touch with any asylum, being visited by parochial medical officers and lay inspectors, has on the face of it, less to recommend it than any of the other systems mentioned, nevertheless it has been in practice in Scotland for over forty-six years with thoroughly satisfactory results and is to-day applied to 19 per cent. of her total insane poor. Prior to the enactment of the Lunacy Act (Scotland) of 1857 the supervision and administration of the law regarding both lunatic and ordinary poor were committed to a "Board of Supervision for Relief of the Poor" now (since 1894) known as the Local Government Board for Scotland. In 1857, however, a Lunacy Act gave the control of all matters relating to the insane poor and the supervision of all establishments for lunatics in Scotland—with the exception of insane prisoners and those maintained in private dwellings from private sources—to a General Board of Commissioners in Lunacy created by that Act. Under this law it became the duty of the Board of Lunacy to see that every insane person in receipt of parochial relief received adequate care and treatment. The immediate result of the application of this law was the recognition of the necessity for much increased accommodation, asylum or other, for the indigent insane. Some were placed in poor-houses, and the rest had to be kept in the homes of relatives or boarded out with strangers. The experience gained during this period, fortified by a study of the results obtained in other countries, particularly those of Gheel, convinced the Board that under efficiently organised supervision, the boarding of a considerable number of patients in private dwellings ought to form an integral part of any complete system of providing for the insane. All matters, then, in Scotland relating to the insane are in the hands of the General Board of Lunacy. Scotland is divided into 874 parishes, in each of which the administration of official assistance is entrusted to a popularly elected Parish Council which is under the control of the Local Government Board, and, *in respect to the insane, under the control of the General Board of Lunacy.*

Scotland is also divided into Lunacy Districts to each of which there is a District Lunacy Board which is responsible solely for insane persons in asylums, having no responsibility whatever in regard to the insane, pauper or private, who are not in asylums. Both the Parish Councils and the District Lunacy Boards, however, in regard to the insane, are under the control of the General Board of Lunacy. As will appear later, this is a point of great importance. Each Parish Council has as its principal executive officer a paid official called the Inspector of Poor, a post resembling, though of more importance than that of Relieving Officer in England. This official or his assistants, investigate all applications for relief, visit periodically all persons, including the boarded-out insane, who are in receipt of parochial assistance, and consider the applications of all who wish to become the guardians of boarded out cases. These guardians are selected with the greatest care after personal investigation, and when a patient is placed in a private dwelling the condition of the patient, the character of the guardian, the persons forming the household and the accommodation offered by the home must be reported by the Inspector to the General Board of Lunacy, who in all doubtful cases withhold their sanction until they have been satisfied by the inquiries of their own officers as to the fitness of the arrangements. Each pauper lunatic under family care is visited and reported upon to the Board by a Deputy Commissioner at least once, but generally twice a year The Inspector of Poor must visit and report upon each case in his district at least once a year, but as there are continually fresh applications being made for guardianship involving a personal investigation of the home of the applicant, the cases in the neighbourhood are seen at the same time, and the total inspections made are much in excess of the statutory requirements. The Parochial Medical Officer must also visit each case once a quarter and also as occasion may require.

The Patients.

On January 1st, 1904, there were 14,309 insane persons in receipt of relief in Scotland. Of these 977 or 6·82 per cent. were treated at home in their own dwellings and 1,681 or 11·74 per cent. were boarded out in private dwellings with strangers. Thus 19 per cent. were under family care, and these, whether living with relatives or strangers are subject in every case to the same official inspection and control. An instructive fact regarding the relative numbers boarded out with strangers and those treated in their own homes is the progressive increase of the former class at the expense of the latter. Experience has shown, both here and abroad, that the treatment of patients in their own homes is much less satisfactory than when under the care of strangers, as naturally many parents do not possess the necessary qualifications for guardianship, the ties of consanguinity also, being often manifested in the parents or other members of the family by feeble-mindedness falling short of certifiability or defects in moral character. The treatment of patients in their own homes is, in fact, only permitted in those cases where, if it were not allowed, the case would escape official control by the parents refusing parochial assistance. Another equally important change relates to the channel by which these cases come on the official roll. Formerly many were left in private dwellings on admission to public relief, but during the last twenty years this number has undergone a steady diminution, and now over two-thirds are composed of cases discharged from asylums, where they have undergone varying periods of observation and treatment. The patients are not in Scotland—except in a few instances as at Markinch, Kennoway, Balfron and Lanark—collected into considerable groups, but are dispersed over the whole country. This dispersion was advised by the Commissioners lest adverse public feeling should arise in the neighbourhood. No such feeling, however, has arisen in any of the villages where such concentration obtains, except in the case of a few individuals who have in no instance been supported by the public sentiment of the locality. On the contrary the aggregation of patients has been appreciated as a great benefit to the people of the villages in which it has been tried, particularly, as in Fifeshire, where these villages had been the seat of a prosperous hand-loom weaving which had ceased on the introduction of power-looms, and which has thus been

saved from extinction. The patients are boarded out to the number of two or three in each house. Only rarely are these numbers exceeded, more than two never being permitted except as the result of a special recommendation by the Deputy-Commissioner. The cases, which are carefully selected, are preponderatingly imbecile or demented. Imbecile women of child-bearing age are not boarded out, and are only permitted under family care, when if this were not allowed, the case would escape official control. With regard to accommodation, diet, and clothing, the Scottish system differs from that of the continental colonies, in the greater freedom which is permitted to the guardians in these particulars, restrictions not being imposed which might result in a separation of the patients from the other inmates of the house. The patients however must always be of the same sex, and separate beds must be provided for each patient, though in the case of women two patients may be allowed to sleep together if they both desire to do so. No rule is laid down as to cubic air-space, etc., and with all domestic matters it is, to quote Sir Arthur Mitchell, "regarded as sufficient if a lunatic's condition shows a reasonable approach as regards substantial comforts to that of the poor but respectable portion of the general community."

Cost.

There is no fixed rate of board in Scotland, and the sums paid to the guardians vary from the 7s. per week of large urban and burghal parishes to 3s. 9½d. in the case of Shetland. The amount of attention and care required and the accommodation offered are taken into consideration in fixing the sums paid to the guardians. The clothing, of which each patient must have two complete outfits, and, of course, medical necessaries and comforts, are also supplied. Altogether the average weekly cost per patient is about 8s. 5d., as contrasted with the 9s. 11d. of the establishments. The asylum rates however in Scotland do not include the cost of land and buildings which amounts to 6s. 10¾d. per patient per week. The cost of maintenance in private dwellings is thus just one half of that in asylums, resulting in an economy to Scotland of between £40,000 and £50,000 per annum. Last year I visited, through the kindness of the Commissioners, large numbers of these cases in Scotland and was very much struck by the good physical state of the patients. In only two cases out of several hundreds were they in poor bodily condition. I found them working cheerfully in the fields and strawberry farms, engaged in various domestic offices or sitting quietly at home. The accommodation, though varying within wide limits, I found everywhere good, and their guardians to be as a rule intelligent and kindly folk clearly interested in their charge. During 1903 only 1·05 per cent. of the cases boarded-out had to be removed on account of bad or indifferent guardianship, and in nearly every case where lax guardianship occurs, it is found to be when the patient is under the care of parents or other relatives.

In reviewing the whole family-care system as shown by the places visited there are one or two points of especial significance. The first has to do with that important index to the value of any system of treatment, the death-rate. Notwithstanding the fact that the patients selected for family-care belong to classes (imbeciles, senile dements, and chronic maniacs) having a high death-rate and notoriously prone to tuberculous disease, the death-rate in the family colonies is just about one half that of ordinary closed asylums. The following table will make this more clear than any amount of argument.

Percentage death-rates in 1903.

		Family care.		Asylums.
Belgium	Gheel	4·04		
	Lierneux	4·53	-	9.80
France	Ainay	3·10		
	Dun	8·50	-	9·50
Scotland		4·40	-	9·90
England		—	-	9·17
	Total averages	4·91		9·84

The next point is that, although cures can hardly be expected amongst the cases selected for boarding-out, mostly classed as incurable on discharge from the asylum, recoveries do occur in a proportion too consistent to be dismissed as fortuitous. Although these certainly exist in small proportion, improvement in the bodily and mental condition is the rule. The last point is that the application of this method grants to a considerable proportion of the insane a natural environment, a healthy occupation and the inestimable boon of family life.

(2) England and Wales.

Turning from these matters to a consideration of the conditions which exist in England and Wales, the facts disclosed in the following accounts of visits made during the last three months to some hundreds of pauper lunatics living under the care of their friends in many towns, will show that not only would the introduction of an efficient family-care system result in increased co-ordination and control, but that we have in this country a state of affairs amongst these people that would be a disgrace to any properly managed family-care system. According to the Annual Report for 1903 of the Commissioners in Lunacy for England and Wales, there were at the end of that year 5,516 pauper lunatics or idiots residing with relatives or others. These patients are scattered all over the country, but are proportionally more numerous in Wales than in England. As it was impossible for me to visit all of these cases, or even the whole of the cases in any one town, the plan I adopted was to visit some of the towns in England and Wales, where these cases were most numerous, and then, taking one, or sometimes two, districts in each town, to visit every case in that district. By district I do not mean district in the topographical sense, but the district or combination of districts, in which the cases are under the supervision of any one Parochial Medical Officer. I have visited in this way eleven towns and twenty districts altogether, and as I found that after the first few districts fresh cases only disclosed a repetition of the conditions existing in the earlier, I think that the results of these twenty districts may be accepted as fairly representative of the whole. I saw and conversed with the patients and their guardians and inspected their clothing, bedding and the rooms in each house. I was able to visit these cases only through the courtesy of the Parochial Medical Officers and I am constrained to regard the information I have acquired as so far privileged that I am unwilling to publish the names of places or people visited.

These patients, who are mostly imbeciles or senile dements, come under the care of the Boards of Guardians either through discharge from an asylum, or—which is the usual channel—by they themselves or their friends applying for parish relief. If in the latter case they are found to be imbecile or of weak mind either by the Parochial Medical Officer or the Relieving Officer they are put on the "quarterly list" of pauper lunatics kept by the medical officer, and are thereupon visited and reported upon as to bodily and mental condition, accommodation, general care and management, and whether mechanically restrained or not during the quarter. They are also visited once a quarter by the Relieving Officer. These visits are paid so long as the patient remains on the list. There are two points requiring mention here. In the first place these patients are not visited by the Commissioners in Lunacy, and drop out of official cognizance, so far as the Commissioners are concerned, entirely, and come instead under the Local Government Board. Secondly, a pauper patient previously in an asylum, discharged unrecovered by the Board of Guardians to the care of friends, drops out of official cognizance absolutely if the friends do not apply for parochial assistance. In several towns I came across cases of this kind, either through their being known to the medical officer or to the police. The patients I found to be of all classes, some cases of profound idiocy, various degrees of imbecility, cases of mild senile dementia, and a considerable number of simple senility, with no discernible mental defect beyond some loss of memory. Imbecility, however, existed in nearly 50 per cent. of the cases. A surprising feature was the large number of imbecile women of child-bearing age, amounting in the cases I saw to over 40 per cent. of the female patients. Coupled with the extremely lax guardianship which I found in large numbers of these homes, and the utterly insufficient bedroom accommodation frequently present in houses where the female patients were living, it is not to be wondered at if breaches of the moral code occur.

Question 8966.

Guardianship.

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The care of the patients is entrusted in nearly all cases to their natural guardians or relatives, that is to say, to the very people whom experience has shown to make the worst kind of guardian. Out of 215 cases of which I have careful notes the guardianship was obviously bad in sixty five, doubtful in twenty-seven, and in ninety-eight satisfactory. In a considerable number of cases I found pauper lunatics living under the care of relations, parents, or others who were distinctly of weak mind, and most of the Parochial Medical Officers with whom I spoke knew of cases of this kind. In one case in which the patient, an imbecile lad aged twenty, slept in the same bed with his sister aged eighteen, the mother was certainly weak-minded. In another case in an adjoining town, one imbecile girl, who had however only been six months on the list, had an idiot child, and was living under very bad guardianship. Another woman living with aged parents in the same district had specific disease when the present Parochial Medical Officer was appointed, and another female pauper lunatic living alone in lodgings in the same district was afraid she was pregnant. She went to the Union and it was discovered she was not, but that she had been taken advantage of was known. In another town two sisters, aged twenty and thirty, cases of congenital but not profound imbecility, were leading lives of prostitution. It is difficult to write of these things, but cases of this kind, and the conditions from which they must inevitably arise, are so frequently encountered that they constitute an evil which must be recognised and should be instantly remedied.

Accommodation.

In a very large proportion of cases the accommodation was bad. Out of 183 cases, serious overcrowding was present in fifty-three, or 28·9 per cent; twenty-eight were lodgers and living in one room, and in 102 cases no overcrowding was present. In very few cases had the patients their own bed-rooms. The rooms in which the patients live were clean and comfortable in 55·5 per cent., fairly clean in 13 per cent., very dirty in 31·5 per cent. and in 68 per cent. of these latter absolutely filthy. The apparent dirt and state of neglect in which some of these patients live is indescribable. I have found patients sleeping on beds made of straw, in sacks, on rags, on broken down camp-beds, and in many cases adult patients sleeping in the same room with other adult inmates of opposite sex. In many other cases, however, I found the patients living in clean and comfortable rooms, well clothed and tended. I am unable to speak of the patient's diet, for though I called at many houses at the ordinary meal times I only rarely found them at meals. Probably this is due to the fact that in many houses of this class there are no set hours for meals. I was informed, however, by many of the senile class that their staple food was bread and dripping and tea, and in the case of single patients living alone it is difficult to see how they could afford much more out of the sums allowed to them by the Board of Guardians.

Finance.

The sums paid by the Board of Guardians to the patients or their guardians range from 1s. 6d. to 7s. I have only, however, found one patient receiving the latter sum, and the average sum paid in the cases I visited is 3s. not including those cases in which the patients receive medical relief solely. These sums are, of course, utterly inadequate for the proper care and maintenance of the patients. It is true, however, that about one half of these cases are mild dements or high grade imbeciles who are not unable to earn small sums, as a rule very small sums, to add to the aid given by the guardians. In the case of the other half, the care of these patients presses with undue severity upon their guardians. This system is probably the cheapest, as it is almost certainly the worst, form of family care of the insane in any civilised country. To remedy this state of affairs I beg respectfully to submit the necessity for instituting a formal enquiry into the conditions obtaining amongst the pauper lunatics outside institutions residing with relatives or others. I would further suggest that the following changes would be reformatory.

1st. The bringing under the immediate control of the Lunacy Commissioners of all pauper lunatics whether in institutions for the insane or not.

2nd. Direct responsibility of Parochial Medical Officers to the Lunacy Commissioners as regards the insane poor.

3rd. Periodic visitation of all pauper lunatics outside institutions by the Commissioners.

4th. More frequent visitation of pauper lunatics outside institutions by medical officers and overseers.

5th. Careful selection of cases of patients thus provided for and of their guardians.

6th. The enforced compliance of the guardians to conditions imposed by the Commissioners.

7th. Adequate remuneration for the guardians.

It appears to the writer that if these suggestions could be carried into effect, the evils of the present system would be largely done away with, that a ready and economical means would be at hand for making provision for a considerable percentage of chronic, incurable, and inoffensive patients, at present confined within asylums, and further that the parents and guardians of many cases of feeble-mindedness, high grade imbeciles and epileptics, which at present escape treatment, would no longer be averse to the official notification and treatment of their charges. The introduction of this system would certainly result in a large economy of public money and, by disencumbering the asylums of their incurable and inoffensive elements, would facilitate the formation, so much to be desired, of an individual treatment of the acute and curable cases.

The writer has described the family colonies at some length, because it appears to him that this system could be applied with great advantage to imbecile, feeble-minded, or defective persons not certified under the Lunacy laws.

In every town that he visited he heard from the Parochial Medical Officers of cases of this kind and was enabled to visit a number of these. The parents, respectable working people, standing in no need of parochial assistance and unwilling to send their wards to an ordinary asylum, would probably have waived any objection to family colony treatment. The writer does not advocate family care for epileptics as a class, though his experience at the family colonies has shown him that it is never the class of mental affection, but the individual character which has to be considered in making a selection; nor would he advise family treatment for profound idiots or young imbeciles offering a chance of education in some manual art. For these there should be special institutions, but these might advantageously be combined with a family-care system to which the imbeciles, on showing no evidence of improvement, might be discharged.

ADDENDUM.

THE FAMILY CARE SYSTEM AS APPLICABLE TO THE FEEBLE-MINDED.

I submit an outline of plan which, it seems to me, would prove workable and economical. So far as I have been able to discover, the expert medical evidence so far given has trended entirely in the direction of compulsory certification of all grades of feeble-minded persons and their detention, in the larger proportion of cases their permanent detention, in closed institutions. Such a system would undoubtedly be of advantage to posterity, but it appears from what I have read and heard to be at present unattainable, even if it should be proved to be necessary. Even granting that the feeling against what would be considered by many as an infringement of the liberty of the individual could be removed, the application of such a system to the innumerable cases of feeble-mindedness in the community would be so costly a matter that it seems likely to block very effectually any progress.

A system, therefore, which would combine economy, efficient inspection and control, an elasticity of application, permitting of accurate classification, and a degree of liberty suitable to the individual character of the persons included in this class and not interfering so markedly with the liberty of the subject as to raise popular resistance, seems to be required. Such a system, it appears to me, is to be found in the family-colony system as practiced in Germany at Jerichow and other places. In my evidence before the Royal Commission, I said that the family-colony system could be applied to the feeble-minded as to the insane, and I would now supplement this by adding

this difference, that whereas this system can at most be applied with safety to one quarter of asylum populations, it could, I believe, be applied to three quarters of the feeble-minded. The plan I have in mind might be diagrammatically described as composed of three concentric circles in this manner—

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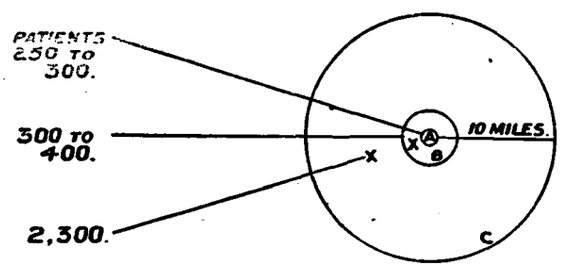

The small circle A represents the central institution, composed of detached blocks of varying size, the administrative bureau, the infirmary, observation block, &c., &c.

In this should be housed all entrants to the colony for observation, the epileptic in separate blocks, the profoundly idiot, and dangerous and persistently refractory cases. Within circle B, comprising extensive grounds and the farm, workshops, school, &c., should be placed also cottages for the occupancy of married officials and other specially qualified guardians, under the care of each of whom might be placed those cases to whom a greater degree of latitude may be permitted, those manifesting distinct signs of improvement and undergoing daily education, and candidates for the outer colony C.

This latter (C) is drawn here arbitrarily as a circle, but represents really the surrounding country within a radius of, say, ten miles, preferably agricultural lands peopled by numerous Cottage Homes. To these Homes might be sent in time the great majority of the persons treated, those showing no sign of further improvement but capable of considerable manual labour, and also those cases whose return to ordinary life is under consideration. The cases in the outer colony C, and their guardians should be placed under frequent inspection and should also come monthly to the central institution for examination.

As regards distribution, I believe that out of 3,000 cases more than 2,000 would in time be treated in the outer colony C. And as they would be practically self-supporting, the economy of this method is sufficiently obvious.

Further a régime of this kind offering a home life, educational facilities, and regular employment, would not be distasteful to the parents and relatives of feeble-minded and imbecile persons, who at present refuse to send their wards to a workhouse and would resent their permanent detention in an institution.

The regulations could thus be of a quasi-voluntary nature and the system would avoid many of the difficulties which are bound to arise if the stringent procedures so far suggested are—though this seems improbable—carried into effect.

Appendix I.

1. By the family care is understood the lodging of a suitable patient for adequate compensation in an appropriate family, which places itself voluntarily at the service of the asylum and its doctors.

2. The patients after being placed in a family still belong to the asylum, and are still under the care and supervision of the director as well as that of the specially appointed doctors and overseers, and they may at any time be taken back into the asylum.

3. There may not, as a rule, be at any one time in a family more than two patients, and these must be of the same sex.

4. The furnishing and repair of the bedroom set apart for the patients, which must be freshly painted once yearly and thoroughly cleaned once a week, is the duty of the guardians, as is also the heating of the room, when required. For each patient the room must possess at least 15 cubic metres of air space.

5. The articles of furniture of the room (including the bed linen) may, if desired, be supplied on account by the asylum. Clothing and underclothing is supplied by the asylum, which also undertakes the repair of foot gear. On the other hand, the cleaning and keeping in repair of the clothing and bedclothes of the patients are the duty of the guardians. The underclothing must be changed once a week and the bedclothing once a month.

6. The guardians must see that the patients are quietly and properly clothed, and that they are thoroughly washed every morning, or oftener if required.

7. The guardians must bring the patients once monthly to the asylum for bathing, weighing, and bodily examination on the days ordered for that purpose.

8. The patients belong to the family, and must at all times partake of the family life and share their table. A proper maintenance of the chief meals is essential, and the food must be good and wholesome fare.

9. A benevolent and friendly treatment of the patient is at once the duty and the honour of the guardian, who should never permit himself to use an angry word or action to the patients. Bad or careless treatment will be punished by the withdrawal of the patients, and, when required, will be followed by informing the police.

10. The appropriate occupation of the patient is to be taken into consideration. Their labour must never be enforced by punishments, menaces, or harsh treatment. The employment of the patients by other people is never allowed except with the written permission of the director, and any moneys earned in this way must be added to the patient's savings.

11. The guardian must bestow due care and supervision on the patients entrusted to him, and particularly with regard to their moral relations. He must carry out punctually and scrupulously the orders of the director or overseer, retaining his right of appeal to the director.

12. The patients are allowed free access to religious services or usages, unless medically interdicted, only, however, in company with a responsible member of the family.

13. It is required that the book which is given with each patient should be produced at each visit of the doctor or overseer, and that all observations made should be faithfully reported. Particular occurrences, such as great changes in the bodily or mental states of the patients, escapes or attempts at escape, states of excitement, refractoriness, etc., should be immediately reported without waiting for the visit of the doctor or overseer. In the case of escape the guardians are required to take immediate steps for the recovery of the patient. In the case of casualties appropriate first aid must be rendered, conformably with the medical directions given to the guardian.

14. The guardian must give immediate and circumstantial notice of any illness or of injury to a patient to the asylum doctor. Medicines and dressings are supplied free, and also any particular expense borne by the guardian will be repaid.

15. The ordinary remuneration for the care of each patient is from 70 pf. to 90 pf. per day, the whole sum being paid up at the end of each month from the asylum treasury.

16. Presents or monetary compensation must not be received from the relatives of the patients. In general

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the guardian is not allowed to be in correspondence with the patients' friends or relations without the knowledge and consent of the director, through whose hands all letters must pass.

APPENDIX II.

PRÉFECTURE DE LA SEINE.

EXTRAIT

DU REGLEMENT GÉNÉRAL DE LA COLONIE FAMILIALE DE DUN-SUR-AURON.

Du placement des pensionnaires, de la designation des nourriciers et des Conditions auxquelles ils sont soumis.

Article 1.—Les pensionnaires ne peuvent être reçus que par les nourriciers qui ont obtenu leur inscription sur le registre de la Mairie.

Art. 2.—Cette inscription n'est accordée qu'à ceux qui peuvent satisfaire aux conditions essentielles suivantes : de moralité, de soin et de propreté, de nourriture, d'espace, de salubrité et d'aérage des locaux spécialement affectés aux malades.

Art. 3.—Il est ouvert à cet effet un registre municipal contenant les noms, prénoms, profession et domicile des nourriciers et la date de leur inscription.

Art. 4.—Il est en principe interdit de placer des malades de sexe different chez le même nourricier.

Art. 5.—Les nourriciers ne peuvent recevoir plus d'un malade sans une autorisation spéciale.

Art. 6.—Chaque malade est placé sous la garde spéciale et la surveillance directe du nourricier chez lequel il est mis en pension.

Art. 7.—Il ne peut être employé à son égard aucune espèce de mesure de coercition ou de contrainte.

Art. 8.—On remet au nourricier un livret indiquant l'état-civil de son pensionnaire.

Art. 9.—Ce livret doit être parafé, lors de chacune de leurs visites par les personnes préposées à l'inspection et par le médecin.

Art. 10.—Celui-ci inscrit les prescriptions et recommandations spéciales, ainsi que les appréciations relatives au service du nourricier.

Art. 11.—Ce livret sert de compte-courant et mentionne les paiements faits ainsi que les livraisons de fournitures en nature.

Art. 12.—La nourriture des malades doit être saine et abondante, et en général la même que celle de la famille où ils sont placés.

Art. 13.—En tous cas, ils recevront au moins par semaine, 3 kilogrammes et demi de pain, un litre de vin, de la viande fraiche 4 jours dans la semaine pour un poids total d'environ 1 kilogramme, indépendamment des légumes, du lait, du beurre, etc.

Art. 14.—Dans les cas spéciaux et particuliérèment dans le cas de maladies incidentes, le médecin prescrit une alimentation spéciale ou envoie à l'infirmerie le malade qui aurait besoin d'un régime réparateur extraordinaire.

Art. 15.—Les chambres servant de logement doivent en règle générale avoir un cubage de 20 mètres cubes par personne, être munies de fenêtres, de préférence planchéiées ou tout au moins dallées avec soin.

Art. 16.—Les murs et plafonds doivent être blanchis à la chaux au moins deux fois par an.

Art. 17.—Les locaux qui paraitraient insalubres ou peu convenables et les nourriciers qui refuseraient d'exécuter les mesures d'assainissement recommandées, seront signalés à l'Administration et passibles de retenues, en échange de l'exécution d'office des dites mesures.

Art. 18.—Les personnes qui logent des pensionnaires doivent mettre à leur disposition les objets suivants :

Un lit de fer ou de bois d'environ 1 mètre de largeur, une paillasse, un matelas ou lit de plume, un traversin, un oreiller, deux paires de draps, trois couvertures dont une de laine, une chaise, une descente de lit, un vase, une cuvette et un meuble pour la vêture.

Art. 19.—La paille des paillasses doit être renouvelée trois fois l'an, et le linge changé tous les huit jours pour les malades propres.

Des lieux d'aisances convenables doivent être aménagés.

Des alèzes, toiles cirées, bassins, etc., seront prêtrés esur bons à l'infirmerie en cas de besoin.

Art. 20.—Les nourriciers doivent veiller à l'entretien et à la conservation des effets de vêtures et objets à eux confiés dont ils sont responsables.

Ils reçoivent avec la personne qu'ils soignent le trousseau réglementaire dont ils délivrent reçu.

Art. 21.—Les pièces à changer sont examinées le 1er lundi de chaque mois et reçues contre bons signés du directeur ou du régisseur.

L'inventaire général se fait 3 fois par an aux changements de saison.

Art. 22.—Un double de chaque trousseau est constitué en réserve pour assurer le change des effets d'été et d'hiver.

Les effets portent le cachet de l'administration et les pièces ne portant pas cette marque ne sauraient être remplacées.

Art. 23.—Les pièces détruites ou perdues accidentellement devront être déclarées de suite pour être remplacées il pourra être opéré des retenues de ce chef, en cas de négligence des nourriciers.

Une fiche spéciale sera dressée pour aider à établir le procès-verbal de destruction des effets réformés au magasin.

Art. 24.—Les nourriciers sont responsables de leurs pensionnaires ; en cas de disparition, il doit en être donné sur le champ connaissance à la direction, qui fait opérer les recherches et la réintégration pour laquelle il est attribué une prime variable selon la distance.

Art. 25.—Cette prime pourra être supportée par le nourricier si l'évasion provient de sa faute.

Art. 26.—Tout nourricier qui enfreint les dispositions du règlement, qui refuse, néglige ou est hors d'état de se conformer aux conditions essentielles qui lui sont imposées, est déclaré inhabile à recevoir des malades et l'autorisation qui a pu lui être accordée à cet effet lui est retirée.

Art. 27.—Toute violence ou tout mauvais traitement exercé envers un malade est puni du retrait immédiat de l'autorisation, sans préjudice, le cas échéant, des poursuites devant les tribunaux.

Art. 28.—Le retrait des autorisations est prononcé par le Directeur sauf recours à l'Administration centrale.

Art. 29.—Des primes et des récompenses, imputées sur la caisse de l'établissement, sont accordées aux nourriciers qui se distinguent par leur humanité et les soins qu'ils donnent à leurs pensionnaires.

Art. 30.— Il est interdit aux nourriciers comme au personnel de recevoir directement des rémunérations ou présents des malades ou de leurs familles.

Art. 31.—Les envois d'effets ou d'argent aux pensionnaires doivent être faits par l'intermédiaire de l'Administration ou déclarés de suite par les nourriciers si les familles omettent de se servir de cet intermédiaire.

Art. 32.—Le surveillant régisseur est vaguemestre et solde les mandats adressés aux malades, le paiement en peut être opéré par fractions échelonnées, comme le dépôt, ou même en nature si le médecin le juge nécessaire.

Art. 33.—Le médecin reçoit tous les lundis les réclamations des malades et des nourriciers, de 9 à 11 heures du matin et de 2 à 4 heures du soir.

Art. 34. Les visites à domicile sont faites au moins une fois par quinzaine à chaque malade.

Art. 35.—Un tour de garde de jour et de nuit pour les cas urgents est établi au siège central de la Colonie.

Art. 36.—L'administration rappelle aux nourriciers qu'en toutes circonstances, tels que délits, dégats commis et dommages occasionnés par les pensionnaires dont ils ont la garde, ils assument les responsabilités qui en découlent proportionnellement à la négligence qu'ils ont pu apporter à la surveillance des malades à eux confiés.

8967. (*Dr. Dunlop.*) You are strongly in favour, I see, of boarding out upon proper lines being adopted in England for the treatment of mentally defective persons ?—Yes, for some.

8968. Of a proportion ?—Yes.

8969. You have had considerable experience in boarding out ?—Yes.

8970. You might very briefly tell us what it was. Have you seen it in Scotland ?—Yes.

8971. And in Belgium, Holland, Germany, and France ?—Yes.

8972. Which of those systems struck you as being preferable ?—That of Germany ; that at Jerichow.

8973. It might be advisable to hear what faults you have to find with the Scottish system, and in what respects that of Germany is better ?—I have no fault to find with the Scotch system, but that necessarily, as the inspection is somewhat scanty, it cannot be applied to

as large a percentage as it might otherwise. It might be applied to a larger percentage of cases of insanity if there were more frequent inspection on the part of both lay and medical officers.

8974. You mean more extreme cases might be boarded out if they were inspected more ?—Yes, cases that at present are bound to be kept in asylums might be usefully boarded out with benefit to themselves and at diminished cost to the community.

8975. At the present moment in Scotland there ar 20 per cent of lunatics; I think that is the figure you state ?—19 per cent.

8976. Boarded out and successfully and humanely treated ?—Yes.

8977. This is the means you think might be adopted in England for the treatment of a large number of mentally deficient persons ?—Yes.

8978. Both congenital and acquired cases ?—Yes.

8979. You rather surprised me, but I suppose it is correct, by saying that there are at the present moment 5,516 boarded out English lunatics ?—In 1903 there were 5,516, not boarded out cases, but cases that reside with relatives and others.

8980. Lunatics being supported by the Guardians ?—Yes, notified pauper lunatics.

8981. Being treated by the Guardians outside any Institutions or Homes ?—Outside any Institution or Home.

8982. And this plan as carried out in England is extremely faulty ?—About as bad as it can be.

8983. The faults are, first of all, no inspection ?—Yes; there is some inspection; patients are seen once a quarter by the local medical officer, once every fourteen weeks by the Parochial Medical Officer. There it ceases. They are never inspected by the Commissioners in Lunacy; they know nothing about them beyond their numbers. Not only that, although the Parochial Medical Officer visits them once a quarter, there may be five or six months between two visits, because the first visit may be in the beginning and the second at the end of the quarter. In every town I visited I found cases where we asked for the people and the patient was not there; "Where have they gone to ?"—they did not know, nobody knew. Sometimes two or three fresh tenants had intervened between the last visit of the Parochial Medical Officer and the time I went with him, and the case was absolutely lost sight of.

8984-5. Can you tell me what procedure is adopted in taking certified lunatics out of the asylums and putting them in charge of their relatives. They were presumably not recovered at the time of discharge ?—No, they are not recovered at all; they are discharged on the application of their relatives or friends.

8986. You say that the majority get this parish relief without having been certified lunatics ?—Yes.

8987-9. Of the 5,000 odd a considerable number are uncertified lunatics discharged as recovered ?—Only a small percentage.

8990. (*Dr. Dunlop.*) That emphasises the difference between the English and the Scotch custom ?—Yes.

8991. In the Scotch system boarding out is one of the authorised means of dealing with the question ?—Yes.

8992. But in England it is not ?—No.

8993. All the same, in certain cases it is carried out ?—Yes.

8994. These unrecovered lunatics, you say, are not in any way under control of the Lunacy Board ?—No.

8995. They have no cognisance of them whatever ?—No.

8996. The Lunacy Board, further, lay down no rules as to how they are to be treated, do they ?—Yes, there is a rule as to how they are to be treated. The Parochial Medical Officer must send in quarterly returns which state the accommodation that is offered by the house, and the condition of the patient, and whether mechanical restraint has been used during the quarter, and if so for how long, and by what means, and so forth.

8997. That report goes to ?—The Board of Guardians and not to the Lunacy Commissioners.

8998. Do you mean to tell me that these boarded out uncertified cases are subjected to restraint ?—I do not know; I have not come across a case beyond locking up a patient in a room, which I have known. Whether they are subject to mechanical restraint, I do not know, but there is nothing to prohibit it.

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8999. Have you any suspicion that mechanical restraint is used ?—I never saw it, so I prefer not to say.

9000. I would like to know if you have any suspicion ?—I do not know. I cannot answer it, have no idea. I never saw one single case beyond locking up in a room where mechanical restraint was used.

9001. Have you seen a patient locked up in a room for any length of time ?—I have only the word of the patient's guardian to say the patient had only been locked up in a room that day. The case was one in which the guardian was absolutely unsuitable; it was bad guardianship, there is no question of that.

9002. Who selects the guardians ?—The guardians are the near relatives of the patients.

9003. Do they want to become guardians in these cases ?—The way in which they become guardians of the patients is this; that they have as a member of their family some one who is imbecile or weak-minded, and they find the burden of their maintenance is pressing sorely upon them; they apply for parochial assistance; having applied for parochial assistance the medical officer is notified of the weakminded case, so the patient remains with them. There is no choice; it is the only one means of obtaining a guardian—to leave it in the hands of its near relatives.

9004. In seeing these cases what was your impression ? Were the relations pleased to have charge of the lunatics, or would they have been better pleased to be relieved of them ?—In the majority of cases I should say they were pleased to have the care of them; they did not want them to go away.

9005. You state that this unselected, unregulated guardianship is frequently very faulty ?—Very.

9006. I think you give some examples ?—Yes, I could give any number of examples.

9007. Are there any very striking ones you would like to mention ?—No; there are so many, it is difficult to choose. I mention one or two here. There is one case in which the patient, an imbecile lad aged twenty, slept in the same bed with his sister aged eighteen under the care of a mother who was obviously weakminded, and there are many other cases of the same kind.

9008. A lot of imbeciles have late development. Do you know whether this particular imbecile had ?—He was a perfectly normal man physically.

9009. Sexually developed ?—Yes. Another case I mention is that of two sisters. In this case the Parochial Medical Officer had pointed out repeatedly to the Board of Guardians that these two sisters were in bad surroundings, in very inefficient guardianship and bad accommodation; but no notice was taken of it by the Board of Guardians, nothing was done.

9010. Your emphatic opinion is that the guardianship which is chosen in this manner, or rather unselected guardianship, is very very faulty ?—Yes.

9011. I notice that you are strongly of opinion that inquiry into this method of dealing with uncertified lunacy is most desirable, in fact imperative ?—Yes.

9012. Boarding out, as carried out in Scotland, Belgium, or these other countries all round is a very great contrast ?—Very great.

9013. What do you think are essentials to make it a success ?—In the first place centralised control.

9014. They ought to be under the Lunacy Board or some such body ?—Yes. Under the present arrangements, the Parochial Medical Officer notifying these cases to the Board of Guardians is in rather an uncomfortable position, because the Board of Guardians may not be very willing to take these cases at greater expense into the asylum, or into the workhouse. If the medical officer insists, and insists frequently, he may get himself into bad odour with the Board of Guardians. What is required is some higher authority. The next thing that seems to me to be required is the point I took up as regards the

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guardianship: the careful selection of guardians and insistence on the guardians complying with the conditions imposed by the higher authority. Then careful selection of cases. At present large numbers of our imbecile women are of a child-bearing age; such cases ought never to be allowed outside some institution.

9015. I think you might add to these requisites, efficient inspection?—Yes, I thought that would naturally follow from the bringing it under the control of the Lunacy Commissioners.

9016. As regards the selection of guardians, where should these guardians be?—In a town or country do you mean.

9017. Yes?—Preferably in the country.

9018. In villages?—Yes.

9019. What age of person should be guardian?—Adult, so long as they are middle aged; or even young guardians do very well—young married couples who have no children of their own.

9020. Young married couples presumably will have children in course of time; perhaps they would not be altogether suitable?—If they have no children; some may have been married five or ten years; the presumption is they will not have children.

9021. In Scotland a good many guardians are widows?—Yes.

9022. Do you think they are a very suitable class indeed, or is there any objection to allowing widows to make a little money in this way?—I see no objection; on the contrary, I think it is a valuable means of helping both the widow and the patient.

9023. Where would you draw the line between suitable cases for boarding-out and unsuitable? There are certain classes of cases that we are dealing with here; congenital cases to begin with, idiots and imbeciles; they are mostly suitable for boarding out, are they not?—Profound idiots would not be, I think.

9024. The more extreme idiots you say would not be?—Yes.

9025. They mostly die young, do they not?—Yes.

9026. The question is not very important as regards them?—No class of patient seems to do better under family care than the imbecile; none seems to blend so happily with family life as an imbecile; but I do not think young imbeciles, who are capable of mental improvement, ought to be sent to family care; for them there should be a chance given in institutions where they could be trained and improved; where they have a chance of improvement; if they are found not to shew signs of improvement they might be transferred to family care.

9027. After institution treatment has failed to improve them to a practical extent?—Yes.

9028. What about discharged cases from the asylums, secondary dementia; is not that in most cases suitable for boarding out?—Yes, the majority of secondary dements might be boarded out.

9029. You would make some exception both with the imbeciles and adults, would you not, as regards habits?—Yes; I think I say here, it is not so much the class to which the patient belongs as the individual character of the patient which has to be considered.

9030. Violent cases?—Yes, violent and the extremely dirty cases, troublesome cases that are dangerous to others or to themselves, suicidal cases, cases of profound melancholia; none of these cases are suitable.

9031. What about inebriates?—I do not think so. I have not considered the matter, but I should not say inebriates were suitable for family care. They have them at Ainay-le-Chateau, with not very good results as far as drink is concerned; unfortunately in Ainay-le-Chateau there are no stringent regulations as to the supplying of liquor to the patients; it seems rather unwise.

9032. Your general conclusion is that if a system of boarding out is established in England the asylums would be able to take in many more cases than they do now, because the asylums would get rid of many of their chronic cases: is that the extent of it?—Yes, they would give more individual attention to the cases that they have under them; the asylums have too many cases.

9033. They are existing at present; if they got rid of cases we would not hear the same tales as we have heard that the cases were discharged because there was no room for them?—No.

9034. In that way it would tend to diminish the number of uncertified lunatics tramping through the country?—Yes.

9035. (*Mr. Hobhouse.*) You have heard the evidence of the last witness?—Yes.

9036. Can you tell us which, in your opinion, is the more preferable limit, 2,000 or 3,000 people aggregated together for control in one of these suggested colonies, or places of detention for the feeble-minded?—My whole experience is with regard to lunatics, insane people, and with regard to the insane, I think it very undesirable to have large institutions. Large institutions of over 1,000 inmates are a mistake. With regard to the feeble-minded, that is another matter; I could not say.

9037. You could not give any opinion?—No, not with regard to the feeble-minded; it would depend to such a large extent upon the class of feeble-minded; if they were very high grade imbeciles—almost approaching normal—I suppose larger numbers might be taken, although the Lunacy Commissioners, in their last report, say clearly that with large asylums the more you increase the asylum the economy financially is less, and the risk of tuberculous diseases and dysentery very much greater, and the ideal to be aimed at was rather institutions of 500 to 1,000 and not over 1,000. I do not know why there should be any difference with regard to feeble-minded.

9038. You think, *mutatis mutandis*, the same thing would apply to the feeble-minded?—To a more or less extent.

9039. (*Mr. Byrne.*) But not entirely?—No, because as people approach more to the normal man, I take it larger numbers might be congregated together with less risk.

9040. It is the case, is it not, that the Lunacy Commissioners recommend a small number for a lunatic asylum because they lay stress on the medical superintendent having personal knowledge of each case?—Yes.

9041. In a colony for feeble-minded and epileptic persons where the sole object was to keep them in decent health, and at work, there is no such necessity?—Quite so; that is what I was trying to explain.

9042. (*Mr. Hobhouse.*) Therefore, the number might approximate to two or three thousand?—That I am not in a position to answer. I do not know enough about the matter to answer.

9043. (*Dr. Donkin.*) I take it from what you said just now, your experience is confined chiefly, and your evidence confined wholly, to the subject of lunatics or insane people?—Yes.

9044. You use the words "lunatic or insane" meaning those who are either insane, in the ordinary sense of the word, and certified, or the idiots and imbeciles who are now certified under the ordinary law?—Yes.

9045. So that your whole evidence with regard to boarding out refers to that class?—Yes.

9046. You say you think that the criterion for sending cases of this kind to private houses, boarding out, is the individual character, quite apart from the technical form of insanity?—Yes.

9047. And you would exclude—I think I understood you in your answers to Dr. Dunlop—the common idiot, the idiot who is obvious to the diagnosis of the layman?—Yes.

9048. And all forms of acute lunacy?—Yes.

9049. And include only certain congenital imbeciles or certain people suffering from acquired insanity?—The chronic inoffensive dement.

9050. Who would come under the term "harmless lunatic" or "chronic lunatic"?—Yes.

9051. Without any known dangerous tendency?—Yes.

9052. You would exclude all those who were likely to be suicidal?—Yes.

9053. And those who had fixed and definite delusions though they might be quite harmless in demeanour ?—Yes, I think mostly; even to these there are exceptions. In France it has been found that even cases which have for years made attempts on their own lives in asylums cease to do so when sent to family colonies. I met several cases: one man who shewed me round had himself delusions of persecution, but he became very much quieter outside, under family care, because the institution life fostered his delusions; the restrictions of an asylum fostered the idea of persecution. So that there are cases of delusional insanity, also of melancholia with a suicidal tendency, which do perfectly well under family care; but they are exceptional.

9054. I think it is quite possible many would do well, but it would be a tentative measure in each case ?—Yes.

9055. You would advise particular care and great caution in sending a person who was, up to the time of being sent, a victim of active delusions ?—Yes. Then also epileptics do not appear to me suitable, as a rule, for family care.

9056. You would reduce it mainly to the elderly secondary dements and the imbeciles ?—Yes.

9057. I mean among those who have suffered from acquired insanity, the secondary dements—the quieter. They would generally be the elderly people, and those with the milder forms of congenital lunacy ?—Yes.

9058. I want to know whether, among the cases you have seen in Scotland, and in fact in most places in Europe where they exist, the majority come under that definition; do they satisfy your view of suitable cases ?—On the whole, yes—not at Gheel; at Gheel there are many cases which seem to me unsuitable for family care.

9059. In the insane class, or the congenitally imbecile class ?—In the insane class.

9060. Could you give us a few examples of cases which you saw there ?—Yes; I saw one or two in a state of acute depression. I saw one also in a state of, I should say, violent mania; I fancy other visitors have seen the same thing. I did not see many cases, but I saw one or two cases that appeared to me distinctly unsuitable—but I know that these cases are treated under family care.

9061. Could you form any notion as to what proportion among the idiots and insane now in institutions might be suitable for family care ?—I should say from 15 to 20 per cent. I have asked several medical officers of asylums in the last year what they thought about it. Their answers have varied from 15 to 25 per cent. One medical superintendent of a large asylum said he had gone through his own cases and he thought that 25 per cent. of his cases were suitable for family care. I said "Is not that rather a high estimate ?" and he said that he did not think so. He went on to say that 15 to 20 per cent. might be treated quite safely in family life.

9062. Safety to themselves ?—And to their relatives.

9063. The chief advantages are economy, the relief of the asylums for their more proper work, and the benefit in many cases to the patients themselves ?—Yes.

9064. Am I right in putting it in that order; economy first. I put it in that order myself; I want to know ?—I looked at it from the point of view of the patients first, and economy last.

9065. You think the strongest argument for the spreading of this system, or the application of this system to England, is that it is for the good of the patient ?—The good of the patients and the benefit of the asylums who by being liberated of their large percentage—this 15 to 20 per cent. of their chronic incurable cases that are at present overcrowding their asylums—could in the end give more individual attention to the patients, and concentrate the medical effort on acute and curable cases, and it would probably end in special mental hospitals for acute and curable cases. They would appear to overweigh all other considerations.

9066. The positive advantages are more important than the economical ?—The economical are very important, too.

9067. Where it has already been started, in Scotland, what has been the chief object in starting it—to save money or to do the patient good ?—In Scotland it was started because they had not the accommodation at the time when there was a change in the lunacy administration; by means of this change in the lunacy administration many cases which had not been recognised, at any rate, had not been treated, were bound to be treated under this reformed administration, and they simply had not the asylum accommodation for them. That is how it was resorted to in Scotland. It did so well that they kept it on. In Holland no pecuniary consideration at all has influenced the administration, but it has been started solely and entirely as an enlightened mode of treatment. In France it has been entirely for pecuniary reasons, and for the relief of the overcrowded asylums. In Germany from a mixture of motives, partly because of their overcrowded asylums, but also because it is recognised as a therapeutic advantage; it is a means of treatment.

9068. I suppose you would say, from what you have already said with regard to the suitable classes to be treated on this system, that most of them are incurable ?—Most of them are incurable, but, strangely enough, cures have happened.

9069. Most of them are incurable ?—Yes. I do not consider family treatment is suitable for acute cases.

9070. Economy would be the chief motive to justify spreading it in England ?—Yes.

9071. I think you have shown, and I have heard from other sources, that the economical advantage is very great indeed ?—Very great.

9072. That is what makes the importance of the proposal. Have you thought at all, or in your inspections had any means of judging, of the effect on any of the families of the hosts of the constant residence of an imbecile or a lunatic person ?—The point was raised by Dr. Letchworth who commented on Gheel many years ago on his visit, and he thought that it would have a bad effect not only on the guardians, but on the population. I have not found any evidence of that at all. On the other hand it seems to have a very valuable educative effect on the people. They lose their dread of insanity, and instead of becoming an object of ridicule, as an isolated single village fool is apt to be, they take no notice of them and the people are only too willing to help. Dr. Letchworth said he noticed in Gheel amongst the outside people a preponderance of idiots and imbecile children. The matter was taken up and they showed that amongst the ordinary population outside the lunatic population, cases of weak-mindedness and idiocy were in less proportion than in any other part of Belgium.

9073. I think we may leave out of the discussion the danger of spreading insanity or imbecility. When I was at Gheel not long ago the Director there combated that view, which none of us have ever expressed. It seems ridiculous to suppose that; it is not an infectious malady. I meant have you thought about the effect on, particularly, the young members of the families among whom these have to be placed. I put it so as to rather prejudice the question; is it desirable for the State to encourage thrift by means of inducing people to take lunatics and imbeciles for money and keep them as members of their family in the frequent presence of young children ?—I did ask, in the houses where I visited, whether they thought it wise to allow the imbecile child to be taken into the house with the others, to mix with them. They said it was all right; it had no bad effect on the children. I do not think from what I saw that it is likely to have any effect on the guardians or their children.

9074. Would you, as a medical man, countenance it among people of a somewhat higher social grade than the Gheelers are, who live on the lunatics ? Would you encourage it in England among people of the fairly well-to-do classes ?—I do not see why not. I think it would depend on the character of the guardians.

9075. Would you think it desirable to limit the kind of family ?—Yes.

9076. Would you say it would be better to confine the housing of these lunatics to people without children living at home ?—I think that would be better.

9077. Would you think that would be sufficiently important to make it a condition, supposing the Government encouraged this ? Supposing it was established as a system of relieving the lunatic authority, would it

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be well to limit the families—to define the kind of families ?—I do not think so. I think that might very well be left to the decision of the authorities. It is better not to make any hard and fast rule of that kind, it appears to me, because I can think of many homes where I have seen the patient, an imbecile child, mixing quite happily with other children, some fourteen or fifteen years old, and where both seemed to benefit, and where no harm seemed to accrue from it to anyone. I think it would be unfortunate to lay down any hard and fast condition of that kind. It seems to me it might very well be left.

9078. Left to the authority who are seeking lodgment for the imbecile ?—Yes.

9079. So that it would be judged mainly from the point of view of the imbecile, and not from the point of view of the family ?—I think it ought to be judged from both points of view.

9080. But the authority which was searching for the cheapest place to put an imbecile in would not be likely to think very much of the other side of the question ?—I do not know that the authority does, in those cases, look for the cheapest place ; they insist on certain conditions. It is rather for the best guardian than for the cheapest.

9081. You have made a very wide inspection, I see. Had you any opportunity of visiting, several times over, the same domicile, or getting to know the people ?—No, not much ; I did visit one or two cases several times, but not as a rule.

9082. (*Mr. Dickinson.*) The fifteen and twenty that you mention is 15 and 20 per cent. of the lunatics at present in the asylums, is it not ?—Yes.

9083. That varies very much from the figure which was given to us when we visited Gheel by the Director of the Gheel colony. His opinion was that he could treat a very much larger percentage of lunatics ?—Yes.

9084. You think he was wrong ?—Yes.

9085. Of course he has had a very great experience there ?—That is quite true, but I think he is wrong, and my opinion is fortified by the opinion of most others with whom I have come in contact. I have asked several medical men who were connected with a colony on this one point ; I have always asked that point—what percentage. There is a general consensus of opinion that 20 per cent. could very rarely be exceeded.

9086. I am speaking without absolute knowledge, but according to that, almost half the people at Gheel in your opinion ought not to be there ?—Yes, but it varies very much according to the system ; in Gheel they have got their colony close to their central infirmary, and many of those cases that are treated in the colony are several times brought back into the infirmary for treatment ; so that it is really difficult to say whether these patients are asylum patients or colonial patients.

9087. That is exactly what is in my mind. I take it not only from seeing Gheel, but also from your evidence in the statement, that in most of these cases it is an essential feature of the scheme that there should be an asylum of some kind ?—Certainly ; I think that is desirable. I think that is the system which is best. That is the German system. That appears to me to be the best—a small asylum.

9088. With this boarding out system carried on in direct connection with it ?—Yes.

9089. That in your opinion is best ?—Yes.

9090. That is the system adopted at Gheel ?—No, at Gheel there is an asylum with the patients round about, but these are not colonial patients pure and simple, The ideal system is to have, as they have in Germany and in France, your main asylum in a large town ; in a country district remote from that you would have your colony, and in the middle of the colony you would have a small infirmary which is for the patients of the colony only.

9091. At Gheel it is only a small asylum ?—Yes, but they have a permanent asylum.

9092. With a few in it ?—Fifty or sixty

9093. Whichever of those two schemes is adopted you would have to have a colony : you could not board out all over the country, anywhere. Perhaps it is not right to call it a colony. You would have to have these particular institutions set up in a very limited number of places in the country ?—Yes, if the reform were carried out in the direction that I suggest, then we should already have a family care system in which they would be distributed all over, as far as these 5,000 cases are concerned ; but there is no reason why we should not have a proper family colony system such as they have in Germany as an integral part of the administration of the country.

9094. But I take it there would have to be certain colonies allocated to this purpose in the same way as they have in Belgium, in which they have two, and they have three or four in Germany ?—I think that would be the best.

9095. That means that the lunatics must be taken away from their friends ?—Yes.

9096. That, you say, is an advantage?—I think it is an advantage to have an asylum for the colonial patients only, because otherwise there is this mixing up of chronic incurable inoffensive people with acute and curable cases.

9097. That involves having a limited number of establishments in the country, and taking away from their friends the lunatics in other parts of the country to establish them in these colonies ?—It would, if we had a family colony system started, unless it were simply on the Scotch lines.

9098. I understand from your statement that in France there has been a complaint that that means taking away the town folk from the towns and carrying them right away from their belongings ?—That is the point which occurred to me. It appeared to me undesirable to remove town dwellers to very distant parts of the country.

9099. That seems to me inseparable from the scheme ?—If depends ; I do not see why it should be. There need not necessarily be one large colony or two or three large colonies ; there might be several small ones, one in each county, say.

9100. That would mean taking them away from their friends ?—Not very much more than now in the asylums.

9101. I suppose you could not have them in the towns ?—Yes, they do have them in the towns.

9102. Do they abroad ?—Yes ; Gardelegan is a considerable town ; it is a country town and a very large one ; it is a town with town houses.

9103. Would it be possible to carry it out in London ?—London I would not consider an ideal place, but it could be done. It is done at present in a very bad way. As I said it could be very much improved, but it would not be as good as the country ; but it might be done.

9104. If we were to board this particular class of lunatics out in houses in London with people who would be responsible for their proper care and treatment and would not get their remuneration if they were not kept properly, that would work ?—Yes.

9105. Another question about these 5,516 pauper lunatics. These I take it are pauper lunatics, in England ?—Yes.

9106. Of course there would be a great number of other people—other lunatics who would be living with their friends in various grades of society just above that of the pauper ?—Yes.

9107. It would be just as important to get them treated in colonies as the others ?—Yes.

9108. Are these lunatics certified ?—No, some are ; they are notified.

9109. But are any of them certified ?—Yes.

9110. Those who have gone out from the asylums first of all—who have come into this class through discharge from asylums, they have been certified, but they are no longer certified.

9111. (*Mr. Byrne.*) Yes.

9112. (*Mr Dickinson.*) Let us get that clear. You say on page 523 that there are two avenues through which they pass ; one is on discharge from the asylum. Are those people, people who have been discharged as cured and therefore their certificate has expired ?—No, not at all ; they are not discharged as cured.

9113. What happens to them ?—Their position is that they are still certified lunatics, only they are resident with relatives and others, and instead of being under the care of Commissioners they are under the care of the Guardians.

9114. They are still lunatics ?—Yes.

9115. But they are lunatics which the Boards of Guardians really are not looking after ?—The Boards of Guardians do look after them ; if they are handed over to the Boards of Guardians they are in receipt of parochial relief. If the patient is discharged to the care of a friend and the patient's friends or relatives do not ask for parochial relief then the case drops out of official cognisance entirely, though he may be as much a lunatic as ever.

9116. There are two classes: the class of lunatic whose friends can support him, and say "I am willing to take the lunatic in my family;" he is discharged and disappears, so far as public control is concerned ?—Yes.

9117. Then there is the class who depend on the public rates ?—Yes.

9118. Those the Guardians have to contribute to ?—Yes.

9119. Those do not disappear from the public eye except to the extent that it is only the relieving officer who keeps his eye on them ?—The Relieving Officer and the Parochial Medical Officer.

9120. Therefore there is no public authority who gives them any supervision that is worthy of the name ?—No.

9121. That is the class of those coming out of asylums. With regard to the other class, those who apply themselves for parish relief, those are not certificated cases ?—I think some of them are ; I think some of the imbecile women are.

9122. How would they become certificated ?—I suppose by the Parochial Medical Officer calling in the magistrate to certify them on the case not being removed, but I cannot say.

9123. They are cases of lunatics who would be either in the workhouse, not in an asylum, or be allowed to live with their friends on outdoor relief ?—Yes.

9124. Those are not certified ?—As a rule they are not certified ; they are simply notified ; they are on the quarterly list of the Parochial Medical Officer.

9125. What arrangements have these colonies abroad for regulating the class of cases which you are talking of now ?—The case of a pauper lunatic would be first of all sent to the asylum, not be left in the care of his friends.

9126. What justification is there for taking away a lunatic from his friends if his friends want to have him ; abroad, I mean ?—The friends have no jurisdiction at all, if they apply for parochial relief—if the case is a State-aided case.

9127. I am speaking of abroad ?—As I understand, if it is a State-aided case that case must go first of all to the asylum. If the asylum authorities think fit, after due inspection, to allow the case to go out to family care, then the case goes out.

9128. That is the system abroad ?—Yes.

9129. That is what you would like to see here ?—Yes.

9130. If he is a lunatic at all, he must go for a time out of the care of his friends who apply for relief ?—Yes.

9131. With regard to these colonies, one would be inclined to think from the condition of affairs such as we have seen at Gheel, lunatics of both sexes in absolute freedom, that there would be various accidents occur of a moral character ?—I do not think so.

9132. Have you any knowledge whether they do, or do not ?—Yes, I have asked everywhere. They have cases occur, but very, very rarely. The case where it is most likely to happen is that of Scotland ; in the last twenty years there have been nineteen cases in Scotland.

9133. And abroad still less ?—Yes, in the German colonies since they have been started there has not been a single case of any kind of any sort of infraction of any law ; there has been no untoward occurence at all.

9134. Have there been no illegitimate children at all ?—No, nor any infraction of the civil law.

9135. They find the home control sufficient ?—Quite sufficient, yes.

9136. (*Mr. Byrne.*) I should like to ask you two questions in continuation of Dr. Dunlop's examination. The system of boarding out lunatics has been possible in England for a good many years. It was recommended by a Select Committee in 1878, I think, and made legal in 1889, so that we have eighteen years in which it has been allowed by law. It has also been encouraged by law, has it not, because a lunatic boarded out gets 4s. a week from the Government, or rather the Guardians do, which they do not get if they keep him in workhouses ; so there is almost a bribe to board out lunatics, is there not, and yet if you look at the return on page 92 of the last report of the Lunacy Commissioners, which gives the number of boarded out patients for the last fifty or sixty years, you see, notwithstanding the increase of population and the vast increase in lunacy, there has been an actual decrease in the number of patients boarded out, notwithstanding this encouragement and bribery. What does that show ? Does it not seem to imply that there is, according to English views, something objectionable in the system ?—It has not grown.

9137. It has been allowable and never taken place ?—I do not think an efficient boarding out system has ever been initiated in this country.

9138. It has been possible ; the Lunacy Act has allowed it since 1889. Why has so little been done ? Have you formed any idea as to why it has progressed so little ?—I do not know. I do not think a proper efficient boarding out system has ever been possible in this country. It has been possible for a case to be discharged to the care of its own friends and relatives only. Is not that so ? The law only provides for the friend or relatives asking for a patient to be returned.

9139. Yes, but anyone can be a friend. You can become a friend ?—I do not think the system has ever been attempted in any serious way.

9140. I want to know why not ; is there a rooted objection the English people have to it ; or have Visiting Committees tried to do it and failed ?—I do not think it has ever been attempted.

9141. It has had encouragement in England which has not been allowed abroad. The guardians can give 15s. a week if they like.

9142. (*Mr. Dickinson.*) Application has to be made by friends or relatives.

9143. (*Mr. Byrne.*) Yes, anyone can be a friend ; it can be worked easily enough ?—I do not think any step has ever been taken by Medical Superintendents or the Commissioners to encourage it. Why they have not encouraged it is probably because years ago visitors to Gheel received a very unfavourable impression of the condition of affairs in Gheel at that time. A considerable mass of literature was published all unfavourable to the system at Gheel and it is quite possible that the Medical Superintendents and the Commissioners had this in their minds at the time. One could hardly expect a system to be started except through the direct advocacy of the medical men and Lunacy Commissioners.

9144. In addition to that is it true that superintendents of asylums were prejudiced against the system because they thought that asylum treatment was the only useful treatment ?—That is quite likely. Since these reports have been published in the journal I have seen several Medical Superintendents and I have found there was no feeling of that kind, but on the contary in two places they are trying to start it within their own grounds. I think any feeling of that kind is probably diminishing.

9145. You have visited a good many people who have these lunatics boarding with them in England. Did you find any evidence of repugnance to the work among them or among their neighbours ?—No, the cases that I have seen have been those where they have notified pauper lunatics, not cases boarded out from asylums ; only a few cases where they were sent out from the asylums. Still, I have seen them discharged from the asylums. I found nothing of that kind. I should say they were very comfortable and well looked after in many cases ?

9146. There was no antipathy against it ?—I do not think so.

9147. People did not think they were doing a disagree-

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able thing for the purpose of earning a little money?—I do not think so; I should imagine that it it were once started. in England no feeling of that kind would manifest itself, or if it did, it would very soon die out.

9148. As it has in other countries?—As it has in other countries.

9149. The other point I want to ask you about it is: even if this system is undoubtedly good and economical, and an altogether valuable way of dealing with lunatics, does it at all follow that it is worth consideration as a mode of dealing with the feeble-minded?—No.

9150. Those who are slightly imbecile and at present not certifiable. A number of people who have been concerned with the education and training of the feeble-minded have appeared before us; I think they have said universally that boarding-out is not a practical mode of dealing with the feeble-minded. Will you express your opinion to us on that point? If you compare the highest grade imbeciles, feeble-minded, who are not even certifiable if they have to be dealt with in some way would you expect that any boarding-out system would deal with them as effectually and as usefully as it does with lunatics?—I think in all probability it would deal in the same way with a percentage of feeble-minded people, just as much as it does with a percentage of the insane, probably a larger percentage. For large numbers of the feeble-minded, institutional education and disciplined work is the only thing, but for a considerable number of the feeble-minded it appears to me that the family care system would be a very valuable means of treatment.

9151. You think there are plenty of feeble-minded with characteristics which would not prejudice their hosts against them or make their hosts unkind to them?—Surely not more so than the imbecile we see under family care and in the colonies.

9152. (*Dr. Dunlop.*) You spoke of nineteen accidents with boarded out cases in Scotland?—Yes.

9153. Are you aware of the fact that a great number of these happened when they were boarded out with relations?—Yes. I think almost every unfavourable occurrence has been when they have been boarded out with relatives.

9154. With relations and not with the more carefully selected guardians?—Yes.

TWENTY-FOURTH DAY.

Friday, 14th July, 1905.

PRESENT.

The Right Hon. The EARL of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
C. E. H. HOBHOUSE, Esq., M.P.
H. D. GREENE, Esq., K.C., M.P.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., I.L.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

Professor T. CLIFFORD ALLBUTT, M.D., D.Sc., F.R.S., called; and Examined.

Professor T. Clifford Allbutt, M.D., D.Sc., F.R.S.,

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9155. (*Chairman.*) You have been so good as to give us notes of your evidence. May we put those in as part of our evidence?—Certainly. I should like to make some additions, but they will not alter anything that I have put in here.

9156. Perhaps you will tell us the additions because some of the Commissioners might want to ask further questions on them?—The first one is a very slight one. On page 533, I have said, "We have done little or nothing to prevent their becoming parents," and I wish to add to that, "neurotic strains getting a run under protection are often very prolific—I will not say more prolific than others, but they are very prolific; perhaps there are less restraints." Also on page 533, I should like to enlarge par. 7 col. 2 to this extent making it stronger: "I do not know myself of any transition cases between physical deterioration and feeble-mindedness, and I do not believe in the existence of such a transition. Indeed, I regard feeble-mindedness, if not accidental of course (as by injury to the head in parturition and so forth), as always hereditary, or in other words, it is a ratio of variation. I have never met with a case of manufactured feeble-mindedness apart from some accident either at birth or afterwards—a blow upon the head or something of that kind. Therefore, I should go on to say that, given a stationary population, the prevalence of feeble-mindedness would be a calculable quantity; and, therefore, in towns which have not stationary populations I should expect some diminution of it by the mixture of strains, and I believe such a diminution is going on by the increase of urban populations."

9157. You think it tends to wear out?—I think it tends to disappear by the crossing of strains. I think it is far more frequent in isolated communities—stationary populations.

9158. Do you find that in the country villages?—I find that in the country villages, especially many years ago when people did not move about so much as they do now. There are very striking instances of that in fishing villages. For example, there is very little, I should say, in those fishing villages which inter-married with particular distant communities. Robin Hood's Bay inter-married pretty regularly with Colchester—I think it is Colchester—one of the southern ports with which they have trade relations. They married backwards and forwards which kept the strains, mentally, very much steadier.

The next remark I have put down is at the top of page 534 after the words "well-disposed when protected" "I should like to dissociate myself entirely from any proposals to debase the debased still more by mutilation. Therefore, the only alternative to seclusion is to disperse the feeble-minded and all neurotics over wide areas, especially in urban areas. Unhappily, the feeble-minded have some mutual attraction, and they are apt to seek each other's society—to mate together; which we can understand, of course."

9159. Why in urban areas?—Because they would get crossed out by inter-marriage, or there would be a strong effect in that direction. There are a few more things in this place which are merely verbal which I need not refer to. Then on page 534, col. 1, I would like to put in a paragraph between the 5th and 6th, to the affect that I have not much hope about boarding out in England. In Scotland life is more homely and thrifty, and the ethical standard is higher than in England. In Scotland I can understand it being successful, but in England I think we most of us have noticed—those of us who have had to do with hospitals and working people—that among the wage-earning classes, at any rate, housekeeping has fallen off most grievously, and is still falling off, to the sad injury of the young, whether feeble-minded

or not. Moreover, speaking generally, the women upon whom the duty and care mainly falls are far more selfish or self-seeking than they used to be, and much more independent, and are becoming more and more so. I do not denounce the change; that does not come within my view. It may have its useful side; it may be a reaction from previous entire dependency, but from our present point of view I do not think it should be forgotten. Public opinion is more vigilant and more humane than it was, but the standard of house management is very much lower. I should be very sorry to see the feeble-minded boarded out except under very close watching and restriction, not so much because the people would deliberately treat them ill, as because their notion of housekeeping is getting worse and worse every year. I think that with the improvement of household economy and improved means of teaching it, household economy may take a turn for the better; but at present it is bad enough. I have spoken of course of the bulk; as bad housekeepers could be found fifty years ago, so good ones can be found now.

9160. You are aware that we had evidence last week which went to show that they were extending the system of boarding out in foreign countries?—Yes, I think in foreign countries house-keeping is on a far higher scale than in England; it is far more thrifty in every way. When I was a boy one might with pleasure sit down to a working man's table, who was perhaps only making £1 a week, and get a very clean and savoury meal. Now there is no temptation to sit down at the table of a man getting £2 or even £3 a week; too often there is no table cloth, the things are dirty, and the food hunks of uncooked stuff out of tins washed down with sloppy tea. This is bad for all children, the feeble-minded with the rest. Women, as a rule, will not take the trouble nowadays to economise food and prepare tidy and nourishing meals. In the workhouses when I was on the Lunacy Commission I thought the feeble-minded were for the most part happy enough. They are near their own families from whom they receive little benefits. But I think there are very strong arguments against their being disposed of in workhouses. I think the opportunities for breeding are very much more than among the stronger-minded. The feeble-minded women have very ready access to lying-in wards when pregnant. They get good food and care for the month, and more than the month, and they escape ordinary moral censure; so that they have great advantages in workhouses for breeding children. Then another great disadvantage of the workhouse is that, whereas we ought to scatter the feeble-minded so that they get crossed out, in workhouses the sexes are in proximity, they are brought near each other, and they will evade any ordinary care of the workhouse master or matron, in fact any care that they can legally exercise, and they do very largely indeed. The restraints are quite imperfect. Then as regards the last paragraph of my statement (*p. 534*)—"The dilemma, often arising in the class of cases we are considering, how the commitment to prison is to be avoided"—I would ask what are the alternatives? Really in many cases the justices have no alternative. The Reformatories, of course, will not take these people. Very properly; they are not reformable, and there often is no alternative unless a city missionary or some one comes forward and offers to take charge of a prisoner, when the prisoner may be ordered to surrender for judgment if called upon. In case he is brought up again, there is, generally speaking, no alternative but to send him to prison.

9161. There is nothing else you wish to add to your statement?—No.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY T. CLIFFORD ALLBUTT, M.D. D.Sc, F.R.S., REGIUS PROFESSOR OF PHYSIC IN THE UNIVERSITY OF CAMBRIDGE, J.P. AND D.L. WEST RIDING YORKSHIRE, AND J.P. CO. CAMBS.

I should offer some remarks on the nature and classification, social or scientific, of the feeble-minded. Some are defective; some perverted; some silly, facile, and, incompetent; others wayward or destructive, and having so to speak, a hypertrophy of bad qualities; not merely a relative predominance of them, or mere lack of control. Of such are the homicidal or arson criminals. I do not think it difficult for experts to distinguish these last from vicious criminals; they are, for instance, indifferent to their acts; like little children, they seem to regard them as the acts of someone else; and so forth.

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Then there are the patients fairly endowed intellectually, I say fairly, but perhaps never well endowed, who fall in ethics notably below the base line of the ordinary ethical curve, wide as this is. They, too, have no regrets.

Lastly, there are the very few who are "peculiar," perhaps morbid, but in whom, after an uncertain interval may develop remarkable, or at any rate sufficient, endowments. It would be disastrous to confound these odd persons with the feeble-minded. Yet for a time, till the special endowments are discovered, they may be so confounded, especially by conventional persons. Some of these are very incapable of managing their affairs or money, capable as in certain faculties they may be.

Again, feeble-mindedness may be acquired, as by accident at birth or after birth, or after such diseases as typhoid fever. Epileptics present often this consequential feeble-mindedness.

Furthermore it is not always remembered that a congenitally silly person may, and readily does, acquire more of the quality. Acquired defect is added to natural defect. So we get active and passive criminality even among the feeble-minded. Downhill is always easiest.

After this slight sketch it will be apparent that the discrimination of these various kinds of feeble-minded is a very hard matter; I venture to add, indeed, one beyond the skill of any physician who has not devoted special attention to the subject; certainly I would not claim for myself any thorough competence in this subject. I am of opinion that the so-called "stigmas" are fallacious; and, if notable, cannot be used as tests. If children are to be sorted out on the lines I have indicated it must be by no mechanical tests but by a staff of skilled inspectors—I do not say necessarily medical—supplemented by later enquiry in each case.

I do not think that so much weight is to be attributed to "physical deterioration" in this matter as is done by some witnesses of great knowledge who have appeared before the Commission. I attach, on the other hand, much greater weight than some do to inheritance. If there be a positive increase in the numbers of the feeble-minded and of other lunatics it is because we are doing our best to breed them. Their lives are spared, their physical condition is improved, and their freedom enlarged. We have done little or nothing to prevent their becoming parents.* The influence of inheritance is far more obvious to physicians in private practice; and these know best the difficulty of getting family histories which shall be worth the paper they are written on. Moreover, inheritance is not a feature of fathers and mothers only: the tree must go much further back. A generation or two are as nothing in these inquiries, as every breeder knows. Even where the parents were feeble-minded the defect may have been small, and such an one in a society of low standards may in his own circle be considered not incompetent; or feeble-mindedness may have been overlaid by vicious habits, and thus concealed from unskilled observers. Again, while some of the feeble-minded are dull from earliest years, others are bright, perhaps very bright, till they stop at a somewhat later age. In humble life a parent, indeed, would scarcely be reported as feeble-minded unless he were certifiable.

The children—and these are many—whose faculties are dim only from bad social conditions, if taken at a fairly early age—say by ten or twelve at latest—can be cured. It is remarkable how dormant faculties may be restored to activity under improved conditions of food and circumstances. But such children when associated with their like tend to assimilate themselves to these; they are in the imitative stage.*

I do not say by any means that all cases of feeble-mindedness are cases of inheritance; arrest of development may be brought about by incidents in gestation having their causes, as it were, from without. Such children when adult could probably produce normal progeny, but it would be hard, in the present state of our knowledge, to distinguish these. All arrest of development is apt to run in families, as is seen in harelip, spina bifida, and the like. Heredity, too, is often seen, not in identical, but in kindred yet different shapes, as for instance, epilepsy in one child, idiocy in another.

Detention then must be rather an indiscriminate

* *Vide* 9156, page 532.

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process; yet on the other hand it cannot be very comprehensive. In the present state of our knowledge we must run some risks; the meshes of any legislation must be large. Moreover no person must be detained for life without reports at not infrequent intervals; say till the age of fifteen or sixteen. After this age these persons are stationary, their future is known, and they have nearly always settled contentedly down to a protected life.

Although I have spoken of the curability of the merely deteriorated, of those not originally ill endowed but undeveloped by circumstances, and have spoken very hopefully of them, of the curability of the congenital cases, whether by heredity or by uterine accident, I am almost hopeless. Curative conditions will bring such persons up to their highest terms, and may keep them there; but of cure in the sense of rendering such persons fit for the world, or even under protection able to make a full living, I have little hope. In my opinion 3 per cent. would be a full estimate of possibilities in this direction. Detention of such persons is in part to protect them, in part to prevent them becoming parents. I see no difficulty in obtaining such detention if the nature of the case is ascertained in early life; then parents are not sorry to be relieved of a drone in the hive, and detention is accepted by the patient as use and wont have made it. They have no great will power, and, as a rule, are dimly aware of their unfitness for the world. Few of them are overpoweringly vicious by disposition, but grow up docile enough; most of them are well disposed when protected.*

Concerning certificates and such legal forms I have something to say. To put it briefly, I think we shall have to reform the lunacy laws in the direction of certifying places more and persons less. The directors of certain institutions will be invested by law with certain powers of moral and even of bodily restraint, so as to be empowered to detain and to govern persons who by nature or disease are unfit to be trusted with their own lives. In this case patients agreeing voluntarily to go to such institutions would need no certificates but a system of reports to the Lunacy Commissioners, and regular and irregular visitations by justices and medical experts would be required; such might be made by the medical officers of health in the several districts.

Such a system of certifying the receiver rather than the received could be quite well managed for what is called "single care," as well as for institutional care.

The disposition of the ratepayer is naturally to collect the mentally diseased in large barracks. This is unwholesome, for these patients have a less wholesome atmosphere about them; and in crowds get far less individual attention. Moreover the sense of imprisonment is more oppressive to them. Of course in rural circumstances, where the area may be large, and the barracks cut up into sub-settlements, the aggregation of large numbers, being, as it is, more economical both in labour and maintenance, may be less objectionable, or perhaps even without objection.

I see great objection to mixing the feeble-minded with the inmates of the ordinary lunatic asylum; but so far from objecting to their congregation within the same management, I should approve of this; and, as I have said elsewhere, I should extend such arrangements much further than is done now, namely, to all diseases of the nervous system requiring elaborate methods of treatment or skilled assistance; so as to remove the sense of disability, or stigma, which attaches to mental disease when, as at present, it is treated as a disease apart, and as something mysterious and sinister.†

On education I have little more to say than is implied in the above paragraphs; speaking broadly, I should contend that it should—for the feeble-minded—be chiefly an education in crafts.

Finally, as a justice in the West Riding of Yorkshire, and in Cambridgeshire, I would not omit some reference to the dilemma often arising in the class of cases we are considering, how commitment to prison is to be avoided, *e.g.*, in cases of cruelty to animals, arson, and the like.

9162. (*Mr. Byrne.*) I think you have had the great advantage of acting on the Bench?—Yes.

9163. As well as being an expert in mental defects?—I was for three years on the Lunacy Commission.

9164. May we take it that you have a general magisterial experience of criminal cases, bastardy cases, and others?—Yes.

9165. No doubt, you are a judicial authority under the Lunacy Act?—Yes.

9166. Will you enlarge on the last paragraph of your memorandum by letting us know what is your opinion as to the extent of the evils that in your experience a magistrate finds brought before him every day attributable to the existence of feeble-minded persons and the inadequacy of existing methods of dealing with them; in what matters, chiefly; and what defects do you discern in the existing law?—I do not know that I can go beyond those words I have put in; and that some alternative ought to be given. The classification of these people is so exceedingly difficult, it is absolutely impossible for a magistrate on the bench in many cases to know whether the person is feeble-minded or not.

9167. That is one great difficulty, magistrates do not know at present the mental condition of a boy or girl brought before them detected in a crime, and even the police may not know much about it. What does that point to? Do you see many such cases of people who, when you know their position in life and history, you are astonished have not been under detention before?—I should rather think the number of them must be very considerable, in the sum, throughout the country. There would be more of them before country benches than in urban, and I think in the country benches there are a very large number of them. That is my impression. I sit sometimes in other divisions beside my own, and I should say that before the country benches there are a very considerable number of weak-minded.

9168. Might we sum it up by saying a very fair number of charges brought before the country benches would consist of persons who had got into trouble because they were unable to look after themselves, and were not taken care of in the existing institutions?—Yes, I should say a number which from this point of view is considerable.

9169. That would relate to criminals and to lunatics at large and to poor law cases, discharged cases, and so forth?—Yes.

9170. What word would you use to describe the extent of the evil; would you say it was of very considerable magnitude?—I think I should express it in that way from this point of view. I should say there are a number substantial enough to need special legislation; but I could not go beyond that.

9171. Our object is to find out whether the intervention of the State is urgently called for?—That would be my opinion, that the number is substantial enough to call for legislation. I should say that with some confidence

9172. Do you think that many cases occur in the experience of a country magistrate in which persons discharged from asylums have recovered and have subsequently got into trouble?—We paid some attention to that, I remember, in the West Riding. It happened often enough to attract the attention of the justices, but I cannot go beyond that. What was done, or whether any further steps were taken, I do not know. I think I may go further than that and say that from the asylums themselves, or from the Guardians, representations were sometimes made of that kind.

9173. Supposing measures were taken to keep in detention the classes in regard to whom you recommend detention, would you consider that the community would be relieved of a substantial burden? Of course the community would be taking up another charge, but the individuals, the relatives, would be relieved. Do you think it is a course to be recommended on that ground?—You mean passing the cost from one pocket to the other?

9174. I was coming to this question. Do you think that these people would be more useful members of society in detention and better able to contribute to their own support?—Yes. I do not know that they are improvable, but I think that a good deal could be got out of them which is not got out of them now.

9175. In the way of work; not in the way of intellectual effort?—In the way of self-support by organised labour.

9176. You mentioned two points on which you thought the detention of the feeble-minded in workhouses was undesirable. May I ask if you think another point

* *Vide* 9158, page 532.

† *Vide* 9159, page 532.

might be mentioned, namely that in workhouses they do not work. ?—Quite so. I ought to have added that.

9177. They sit down with their hands in front of them, getting into mischief, whereas it would be much better for them, and the community, if they were at work ?—Yes; I gladly accept that addition.

9178. Do you think that is a strong point; that it is a matter well worth consideration ?—I think all these individual points are small as compared with what I call the breeding question. The individuals die out; it is the propagation which is the evil.

9179. But detention would provide for that ?—Yes, I quite agree that is very important; and of course one ought to regard the individuals as well.

9180. If it is thought desirable to detain persons, some of whom are now at large, and some of whom are only remarked in prisons, workhouses, workhouse maternity wards, and so on, you would like to see the future institution one in which the people could be made to work to the maximum of their powers ?—I should put that very strongly. I think from the point of view of philanthropy it is of very great importance, and I would also say we do not know how much there is in persons of crippled mind until we try; although I do not think they are improvable, I think a great deal may be discovered in them which is useful, and may be even profit-making.

9181. If they were at work the institutions in which they worked would be of a general character ?—Yes.

9182. Do you think institutions might be established in which both sane epileptics and feeble-minded persons might be detained in separate departments ?—Yes. I should think so, I think the feeble-minded and the epileptic might be in the same colony, but in different sub-departments.

9183. Engaged in the same work, perhaps ?—Yes.

9184. That would, if feasible, lead to further economy?—Yes, certainly in respect of the feeble-minded.

9184A. (*Dr. Donkin.*) Just one question in amplification of what you have stated to Mr. Byrne. I was much interested to hear your opinion, both with regard to the importance of heredity in regard to feeble-mindedness, and also that you thought, if anything, there was a tendency to somewhat excessive breeding; the families are of considerable size ?—Yes.

9185. (*Mr. Byrne.*) I wish to bring this out as strongly as possible, because certain statements have been made quite to the contrary before us, namely, that feeble-minded people are not more likely to have feeble-minded children than the normal; and also whether or no they tend to die out. I have no doubt it is within your personal experience that feeble-minded people have been prolific ?—They are certainly not less prolific than others; I am tempted to say more so, because moral restraints act less upon them, they have less control.

9186. So that you would be of opinion, I presume, that in case of any further legislation being recommended for the sake of the control of the feeble-minded it would be at least an important factor in arguing for such legislation that it would furnish means for diminishing the breeding of such people ?—I think that is the central truth of the situation. The thing can only be bred out. The undesiable variations will be propagated if in a stationary population.

9187. Therefore any measure which would largely control that would be almost a demonstrable benefit to the community ?—Yes; that does not apply to persons who have become feeble-minded by accident, a blow on the head, or injury of that kind; they probably would produce as healthy children as other people.

9188. That would be the minority of cases ?—Quite a small amount.

9189 (*Mr. Loch.*) You have used the phrase "bred out"; do you mean by that, solely, that by artificial intervention—the establishment of institutions where these people could be secluded, as it were, for life—the process of breeding out might be carried through ?—I think so, in proportion to its degree; if the thing could be universal I think the variation would not continue to appear.

9190. Your sole method of producing that result would be institutional treatment in some form ?—I do not see any other method. I strongly protest against mutilating; I should like to dissociate myself from that altogether.

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9191. With regard to the question of an economical method of carrying out your suggestions, have you seen any of the institutions abroad, such as Gheel ?—No, I am sorry to say I have not.

9192. Would you think the defects you have referred to of their being boarded out in a family could be met if that plan were adopted in some other way, that is to say, by the families themselves being selected, and therefore of a certain housekeeping type, which would meet your criticism, which I entirely agree with, on that point ?—Yes, if they are to be found; I dare say they are.

9193. Suppose they were to be found and the medical inspection were weekly, as from a central institution, would you think that medical inspection sufficient ?—I do not think it would prevent propagation. The masters and matrons of workhouses, if they are kindly people (I am not speaking of any particular ones, they very often are) feel the grievousness of this, but cannot help it. A feeble-minded woman has had her child, is departing from the workhouse, and a lot of fellows know she is going out and are hiding in the bushes all round. What can a workhouse master or matron do; they have no power of imprisoning. It appears to me that, in single care, this evil would be still worse.

9194. You think under English conditions there is no way out of it but to have a large colony, and work it in that fashion ?—I think so.

9195. Would you treat all these various grades of defect as parts of one big question, from lunacy downwards ?—Yes, I should make it very wide indeed.

9196. Would you put that all under one department ?—I should put it all under one scheme, yes.

9197. Would you put the central control of it, for the country, under one department ?—I have not thought about that. I should think it ought to be associated in some degree with what I may call the Minister of Health. There is not such a person, but he may come under national preventive medicine.

9198. Logically you think it should come under one roof ?—Under one roof, certainly. I think it should be one of the departments of preventive medicine.

9199. You have a knowledge of local administration. Would you propose that there should be a definite nexus between a department and an organisation, say, under county councils for providing these large colonies, or whatever they may be ?—Yes, I think I should say decidedly so.

9200. You said the number was substantial which we should have to deal with, you thought. Have you ever thought how an inquiry might be made rather more perfectly than the census gives it, for ascertaining the number ?—No, I have not considered this; I should not like to go beyond saying that I think the number is enough to justify the inquiry and to justify some steps being taken.

9201. You referred to a skilled staff being necessary to ascertain who are defective and who are not. Would your idea be that there should be, locally, in each county, or place, or borough, a skilled staff for the purpose ?—Yes.

9202. Recognised by the community ?—Yes, widely spread, so that they are easy to be got at.

9203. And touching problems which are parallel to the present lunacy problems, but entirely outside them in many ways ?—Entirely outside them in many ways.

9204. What you would aim at is, almost, the creation of a recognised staff throughout the country ?—I do not know why it should not be in connection with the officers of health.

9205. That would mean a reorganisation of the work ?—An addition.

9206. A special adaptation of the officer of health to a new purpose ?—Yes; or a development, it might be called.

9207. We cannot say that the officers of health, good as they are, are experts in this matter, particularly ?—No, not now. The Medical Officer of Health is himself undergoing evolution.

9208. Would you be in favour, in other ways, of measuring the population from the point of view of defect

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of health. Would you be in favour of a kind of dossier being kept of each child in a school, particularly if they were of this type?—Yes, I should think it very important indeed, and I do not see why it should not be done with due consideration for everybody's feelings.

9209. Do you think that those who lie outside the elementary schools in the upper classes should be brought under the same organization?—I think it would be of very great importance to the community if they could be; the difficulties are obvious.

9210. If the right thing were done you would say the Medical Officer of Health system might be developed so as to really deal with the problem up and down?—I do, it is a part of preventive medicine.

9211. You use the phrase that you would be in favour of certifying places more and persons less?—I should like to impress that opinion very strongly.

9212. When you say "certify persons less" do you mean that a general certificate of defect would serve so far as the person is concerned, whereas the details might be settled by the place, that is to say, the various institutions more or less working from a common co-ordination?—I have been very anxious for many years to get rid of the labelling of individuals. I am sure it does an immense amount of harm. If it is decided that a person shall go to a certain place for treatment of mental or nervous disease those in charge of that place should be invested with proper powers to deal with them.

9213. You would be content if the ground of action were a report or statement that such and such a person has to be dealt with in the broadest way?—Yes; these would be all public institutions in the full public eye, and, if they were not for insane persons only, there would be no difficulty in persuading patients to go to them.

9214. If there were any institutions which were voluntary they would be given similar inspection?—Yes.

9215. Would you be in favour of bringing any number of these into the common organisation?—Yes, I think there is a considerable sphere among the upper classes for them. I think they should all be attached to a central organisation of some sort, they should not be casual.

9216. (*Mr. Burden.*) May I carry your answer to Mr. Loch a little further, so far as institutions are concerned? You suggest a central organisation to control all institutions to which the feeble-minded may be sent?—I think I may say certainly; I do not think of any exception.

9217. Is there any existing Government Department which you think it would be well to put them under?—I think it would have to be, as I said just now, a special Department of the Ministry of Health—preventive medicine.

9218. You would call into existence a new department?—Yes; or it would perhaps be a consolidation of Departments which exist now; but probably a new Department.

9219. You would do that in preference to placing the institutions under the Commissioners in Lunacy, or the Local Government Board, or any existing Authority?—It would be combining these bodies into central bodies.

9220. You think it would be better to keep the control of the feeble-minded out of the hands of the Commissioners in Lunacy?—I think their co-operation, or some such co-operation, is essential, but I do not see why that should not be comprehended in a general health department.

9221. It would perhaps be better for the inmates not to be associated with those who have control of pure lunatics. Do you think so?—What I was personally looking forward to was the congregation of persons suffering from many nervous disorders under institutional treatment. There are many of perfectly sound minds who need elaborate methods of treatment for nervous diseases, now too expensive or practically unattainable: there are a very large number of very costly curative means to be applied to a large number of nervous diseases, which cannot be had under ordinary circumstances. I think that if there were central institutions which would win the confidence of the public, to which all persons suffering from severe or chronic nervous diseases could go, a large number of them, practically all, would go voluntarily. It would take off what is called the "stigma of insanity" from such a place, and you would need a hospital for nervous diseases which would be the centre of it—such a place as Queen's Square.

9222. Then you would leave it to the Central Authority to direct the removal of these inmates from one institution to another so as to classify them?—Yes, Queen's Square, for example, ought to have a village colony somewhere outside.

9223. You would lay stress, I think I may take it, on the Central Authority having full powers of control and classification?—Central authorities must have full power, because there is the restraint of the individual—depriving of liberty. A patient simply goes to the front door and proposes to walk out, and if you turn the key, you may be said to be breaking the law. I do not see how you are to avoid having legal control. You must invest such a place as that with legal powers.

9224. You would give the Central Authority full powers of inspection and control over the local authority?—Yes, that must be.

9225. (*Mr. Loch.*) With regard to the suggestion you make about the Ministry of Health, do you see any difficulty in associating together with this question other problems of health; making this question part of a general department, which would be a department in the country, as we have education?—That would be just my idea; I cannot conceive of it very well otherwise.

9226. You would prefer that to any combination of offices, such as the Local Government Board and Home Office having a department?—I cannot see that that would work for long. It might help in developing the question, but it could not go on long.

9227. Do you think it is possible to deal with this question without a definite organisation at the central government of the country for the purpose?—I think not; a commencement might be made, as we do in England; we begin by muddling along, but it would have to be done in the end.

9228. (*Dr. Donkin.*) You would think if a Ministry of Health could be established a large part of what is now done by the Lunacy Commissioners might be brought under such a ministry?—Yes.

9229. Are you of opinion that now a good deal of the legal element in the Lunacy Commission is somewhat extravagant—I mean hardly of practical use?—I understand the question.

9230. I should like to know your opinion. The question nowadays has come to be, by development of practice and knowledge, a much more medical affair than legal?—Yes.

9231. It started as a legal department, you might say?—I have not taken any part in discussion concerning legal Commissioners; my impression would be, in answering that question, that my own experience is that a legal colleague was often a very useful colleague indeed, and I should have been sorry to have been without a legal colleague in making an important circuit. On the other hand, I do not see why a medical Commissioner should not instruct himself and become instructed in the law from that point of view and so become no less competent. I confess I did not so instruct myself, but I do not know why one should not. I do not see why a Commissioner should not be called upon to make himself fully acquainted with the law on the subject.

9232. You would be of opinion that the practical work is more medical than legal?—Yes, certainly.

9233. Legal advice called in from time to time might be sufficient to meet the requirements?—Yes, perhaps so.

9234. And that the whole question of certification in lunacy is more of a medical subject; the question of altering the wording of a certificate, for instance, would be a matter largely medical?—Yes.

9235. So that it might induce a better order of things altogether under the Ministry of Health under which this question came?—I think there is a little more to be said than that. I think a man who has had legal training is excessively quick to observe certain things I mean, it specially fits him for certain points of observation. He is quick to note evidence, and I have been very much struck several times in travelling with a legal

Commissioner that he has noted little things which have suggested to him that the law was being broken which did not occur to me, and perhaps would not have occurred to a medical Commissioner; but I do not see why his faculty should not be developed in that direction.

9236. I am not suggesting to do away with the legal element by any means. I was wishful to get your opinion as to whether, if under a Ministry of Public Health all questions relating to mental defect or disorder from the State point of view were dealt with, the whole matter would be put on a better and more rational basis than it is now?—Yes, I think the legal element is an important one. I do not say there should be an equal number of legal Commissioners, but I think that medical men are no worse than other people in being disposed to air their own hobbies a little inconsiderately sometimes. They do not always take the point of view of the State or the public, and I think converse with a legal colleague is apt to keep one's common sense alive; but still I think there probably is room for modification of the present system.

9237. If there were a Minister of Public Health there would be ample provision made for legal assistance?—Yes, medical reports might have to undergo legal revision.

9238. There is another question on another subject. When we were speaking of the boarding-out question, you said it would be better to board out feeble-minded children or individuals in the urban districts than in the rural?—Yes, I said that rather by way of illustration than for any practical use of it; it was merely to illustrate my point that in country places the thing is multiplied by breeding in and in. *Professor T. Clifford Allbutt, M.D., D.Sc., F.R.S.,* 14 July 1905.

9239. You intended to say that if the boarding-out were established, it would be —— ?—Much better to have it in urban centres.

9240. I take it you do not recommend the system of boarding out the feeble-minded?—No, I am not very strongly in favour of it; in fact, at present my opinion is against it in England.

9241. One objection would be, would it not, that it would offer facilities for propagating the species?—Quite so; that is my strongest reason.

9242. Much more than in the case of boarding out dements or selected lunatics as I take it the system is in Scotland?—I do not know how the thing works in Scotland. That would be my central objection, that it does not prevent propagation from bad stocks.

9243. Young, healthy, feeble-minded persons would have facilities in boarding out; the object of the boarding out is to give them more freedom?—Yes.

9244. (*Chairman.*) Is there anything you wish to add?—Nothing.

R. L. Langdon-Down, Esq., M.B., M.R.C.P., called; and Examined.

9245. (*Chairman.*) You have been so good as to give us a statement of your evidence. May we put that on out notes?—If you please. *R. L. Langdon-Down, Esq., M.B. M.R.C.P.,* 14 July 1905.

Statement of Evidence Proposed to be given by R. L. Langdon-Down, Esq., M.B., M.R.C.P., One of the Medical Consulting Staff of the National Association for Promoting the Welfare of the Feeble-Minded, and a Licensee of Normansfield, a House Registered under the Idiots' Act, 1886.

Who will say as follows:—

The group of cases referred to in the terms of reference may be conveniently divided into two classes, viz.:—

A. Epileptics not mentally defective.

B. The mentally defective, whether epileptic or not.

This is a natural division, and appears to be convenient for practical purposes in making provision for proper care and treatment.

It is more important that normal epileptics should be dissociated from mental defectives than that mental defectives should be dissociated from cases suffering from epilepsy. It seems better, therefore, in any scheme to consider the epileptic feeble-minded in connection with the mentally defective rather than in connection with the epileptics of normal mental development.

For example, it may be possible and desirable to apply to epileptics of normal mental development the voluntary principle as regards segregation, etc., after full age, which would be impracticable in the case of the mentally defective who are, from the nature of the case, unable to give a free and valid consent.

Similarly the education of epileptic children should be fuller and more normal than is possible with defectives.

On the other hand, the epilepsy is rather a concomitant than the prime factor in the other group, and can be dealt with by classification within the group. It may be said that, owing to their defect, the defectives are not greatly affected by the presence of epileptics, particularly the lower grades.

The mentally defective form a natural group of which the common factor is mental deficiency depending upon an imperfect development of the brain, and therefore occurring at some time in early life during that development.

It may be so slight as to make the differentiation from the normal difficult, especially in early years, when the rate of development is different in individual children. It may be general slight impairment, or only some of the mental processes may be perverted.

Physical abnormalities are common in the more pronounced cases of defect, but in the slighter there is no definite and necessary relation between the degree of physical and mental defect, though they are often found associated.

The group has been divided into grades according to the degree of mental defect, and the term "Idiot" is applied to the most extreme cases, "Feeble-minded" to the slighter degrees, and "Imbecile" to the intermediate group, but there is no hard-and-fast line separating these grades, and there is no simple criterion by which they can be distinguished, nor is there any recognised consensus of opinion on any empirical form of definition.

Habits, disposition, character, intellectual powers, physical disabilities, special aptitudes are so variously blended that it must always be difficult to separate any one group from another by any formula.

In this case, as in the differentiation from the normal, we cannot depend upon physical build alone, nor on intellectual acquirement alone, nor on any simple psychological test, but on general adaptability, or the reverse, to the particular environment.

The test must be largely a social one; willingness and ability to do work, and power of self-control to behave in harmony with the conditions of life.

It is only, accordingly, by prolonged observation, and best, by daily and hourly association in the same home, that it is possible, as a result of trial and comparison, to place any individual in his proper place in the scale.

For these reasons in addition to those of practical convenience it seems both natural and proper to deal with the group as a whole in any practical measures that may be devised, especially with reference to any provisions for permanent care after the educational age.

Whatever term may have been applied to name the group there can be little doubt that all grades of defect were, from the earliest efforts towards the amelioration of this class, included in the establishments devoted to it. It is otherwise impossible to understand and explain the more striking results which were recorded of the training thus provided. In this country the term used was generally "Idiot" at first; unpleasant associations led to the restriction of this term to lower grades, while "Imbecile" was reserved for the more educable cases, which included some that now would be termed feeble-minded. The various grades were classified for education and treatment as far as practicable, but it would no doubt have been better if domestic arrangements and buildings had been made to correspond with this classification, but the great variety of cases to be dealt with was hardly recognised at the first. Steps in this direction have now been taken in this country, but more particularly and long since in America.

From the year 1886 the inmates of those institutions registered or licensed under the Idiots' Act have been

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received on a simple certificate that they were idiots or imbeciles, and likely to derive benefit from such establishment, whereas previously all such inmates had to be described as lunatics or of unsound mind. This alteration was a distinct advance, as it corresponded more nearly with the actual conditions. The terms "Idiot" and "Imbecile" lack definition, and usage has tended, with lapse of time, to restrict the connotation of these terms within narrower limits than they filled when first employed in this Act.

The Elementary Education (Defective and Epileptic Children) Act, 1899, authorising the establishment of special classes for defectives, sanctioned a system by means of which the children attending board schools who were below a certain standard could be sifted out from the ordinary scholars and receive special attention. This, so far as it went, was very valuable in providing suitable training fairly early, in providing the opportunity of observation and diagnosis, and as a means of relieving the ordinary classes of a great burden, and it is desirable that this Act should be made universal and compulsory.

The provision of Special Classes should be extended in the towns, but children from scattered districts should be gathered into Residential Homes for training.

The Special Classes will probably always contain some children that will ultimately attain to a fairly full mental development and pass as normal, while others will never attain to complete mental development, and yet will manage to hold their own in the outer world, and the object of the special school should be to secure this in as many cases as possible. There will also be drafted into these classes some cases that will prove to be so far deficient as always to require support and control in adult life; these would be more efficiently dealt with in a Residential Home, learning some industry of a simple kind, and the Special School should then, as far as possible be kept free from these less hopeful cases. There is need of accommodation for these cases, and there should be power for the Educational Authorities to compel their removal if necessary. The Special Schools would thus be closely linked to the normal educational system; while the Residential Homes would form part of the scheme for dealing with the mentally defective. It would seem that these two Acts, approaching the problem from different standpoints, and in rather a disjointed fashion, need bringing into harmony.

In the present system there is a *hiatus* at the close of the school period at sixteen years of age. This could be met by the Residential Homes in which it should be possible for those cases to be received where the conditions at home did not provide suitable conditions in the way of care, control and training.

Such separate Residential Homes, with their school departments, with elementary workshops of various kinds attached, should form an integral part of any complete institution for dealing with the mentally defective and would thus provide training for the younger and more educable inmates recruited partly direct and partly through the Elementary and Special Schools.

Such an institution should, if possible, and especially when newly established for the purpose, be organised throughout on the Colony system, that is, with detached departments for dealing with various grades, viz.:—

(1). For the children in the training school.
(2). For the adults capable of industrial employment, with necessary workshops, farm, garden, laundry, etc.
(3). For those patients requiring custodial care, but incapable of doing much in the way of self-support or help in the house.
(4). An infirmary for paralysed, epileptic, and hopeless or degraded cases.

In each case, except that of the children perhaps, there should be separate blocks for the sexes. Provision should also be made for morally defective cases separate from the others.

Such a colony, established in the country on a large estate, might well be completed with a separate department for epileptics of average mental condition, for whom much useful work would be provided about the estate, as also for the more capable of the other inmates, and this block should also have its school department.

Should the county councils, as seems most natural, be entrusted with the duty of providing for these classes, either separately or in coalition, it would be possible, starting *de novo*, to establish such a colony which should be separate from the lunatic asylums, and to separate out many imbeciles from the asylums and remove them to the colony, which would propably be desirable in most cases.

Training, to produce its fullest results, should begin as young as possible; the feeble-minded are still amenable to and require training and education at an age when the normal can be expected to use their own initiative and to take pleasure in cultivating physical and mental powers, hence training may be continued up to adult life with advantage.

School-room instruction, though undoubtedly valuable, is by no means the only, or even the major, part of the training of the feeble-minded. Character, disposition, habits of order, punctuality, cleanliness, good manners, obedience, etc., can only be properly developed in a well-arranged residential school. The feeble-minded require special help and intelligent guiding in all these matters, and abundance of time, which the conditions of home-life rarely supply.

This particularly applies to those cases where the moral nature seems to have developed on perverted lines, and with these very early training is essential, which should be early followed by manual employment.

With older cases the training should be mainly practical and designed to fit for some occupation. As a general rule it is well to be contented with only one or two kinds of employment for any individual and not to attempt too great a variety of work or of stages in the same kind of work. This variety makes the work of an ordinary house-servant too exacting for the feeble-minded. The work itself provides the best training at this stage.

The results to be expected in any case are distinctly limited; in favourable cases the feeble-minded in a community organised for the purpose may by their industry do enough to provide their keep. The few who become self-supporting do not come within the purview of legislation.

Segregation of the feeble-minded, and the consequent restriction of the possibility of their becoming parents cannot by itself be expected to cut off the supply of feeble-minded children. These defectives are recruited from insane, epileptic, and other neuropathic stock, as well as from parents who are physically decadent, and probably only a small proportion are actually the offspring of mentally defective parents. Indeed it is by no means certain that a feeble-minded woman may not give birth to normal children.

Still it seems wise to limit the possibilities of this strain being propagated as far as is possible without undue hardship.

Mental deficiency is by its nature and definition a permanent and incurable condition. Once having come upon the State for such support and protection the presumption should be that the individua continues to require this help and control, and is not in a position to rear a family, and is not capable of contracting a marriage; and the onus of proving that he or she no longer requires this support and control should be thrown on the individual or his relatives. Conviction for a criminal offence should deprive the individual of this right.

In the case of persons of the wealthier classes who would probably not come upon the State for support, it should be sufficient to provide that any person shown to be mentally defective at twenty-one years of age, but for whom segregation was not necessary or desired, should be deemed incapable of dealing with his property, and the onus of showing that he was capable should fall upon him or his friends. For such as require care and training in an institution the existing private provision for these cases should be recognized *pari passu* with the others now existing.

From the point of view of economy the colony seems to provide the best system of dealing with the problem and to provide the fullest possible opportunity of the labour of the more capable inmates being utilised to advantage. Many niches can be found in such an organisation to give employment to people of various capacity. At the same time it must not be expected that, even under these circumstances, the labour of many will be remunerative. All extravagant expenditure should be avoided, the simplest buildings and domestic arrangements being sufficient.

The aim should be to utilise the powers of the more capable to do as much as possible of the domestic work involved in their own care and maintenance, and that of the lower grades. Many should be capable of performing routine domestic duties under supervision in other large establishments, such as workhouses, etc., and such as are already employed in this way should not be moved.

In addition to this some may be employed on the colony in market-gardening, laundry-work, painting, basket and mat making, the manufacture of boots and clothing, knitting woollen garments, weaving, etc.

To this end it is a great advantage to deal with large numbers on a large country estate, provided with workshops, as thereby a greater choice of occupations is found.

The general policy of detaining and utilising the capacities of the feeble-minded in an organised corporate way would be, in itself, a measure of social economy, saving much wasted effort and diminishing the material that goes to swell the criminal ranks.

9246. (*Mr. Loch.*) You say in the first column of your statement: "It is only, accordingly, by prolonged observation, and best by daily and hourly association in the same home, that it is possible as a result of trial and comparison to place any individual in his proper place in the scale." That implies a very high standard of observation, does it not?—Yes.

9247. Would you say that something like that was essential in sorting out cases of defectives in the elementary school population, and so on?—I think it would greatly assist. I think it is very difficult, as Dr. Allbutt said, for magistrates on the Bench to form a correct opinion. They cannot do so from a mere inspection. There are many things about a feeble-minded person which are very important as regards placing him in his proper surroundings which can only be discovered as the result of practical experience, such as habits of cleanliness, which may be quite unexpected, judging by the mental capacity in other respects, and noisiness at night—conditions which contribute so much to the smooth working of a place where such patients are kept.

9248. From the point of view of cases in Court would you have a sort of dossier of cases brought in, on the side of the medical aspects of the case, to be submitted with any question of previous conviction, or anything of that kind?—Yes.

9249. Practically, you would desire to have a doctor or a medical assistant of some kind working parallel to the administration of justice?—Of course, it depends very much on the age of the patient in question. In the early school age one could make a much broader division. I was thinking of the final decision—when a patient comes to adult years—deciding what he is ultimately good for. I think it is very important to have a report from the people in a Home where he has been living particularly if he is in a Residential Home such as I suggest, with a view to forming a correct judgment as to whether he should or should not ultimately be allowed to go free.

9250. Would you have a register of all these cases kept in connection with the schools, or in any other manner?—I think that would be very wise.

9251. Should the Medical Officer of Health in the district be responsible for knowing who the people are who would come under this clause?—The record would be kept, I take it, by the person under whose observation the patient was living. If the Medical Officer were also observing the case, he could add his remarks to the register.

9252. But presumably the Medical Officer of Health now would take no cognisance of the matter?—No.

9253. Presumably, also, if you started that kind of register, he, or someone, would have to be the possessor of information, not only with regard to one group of people, or one set of institutions, but in regard to all?—Yes.

9254. So that there would have to be communicated to him information regarding all the boarding institutions and their inmates?—But they would be grouped together.

9255. They might be in private institutions?—Yes.

9256. If the register is to be complete practically all would have to be entered in it in order that if any case did come up such as you have suggested, in connection with the matter of justice, it would come up in information other than that which would be merely criminal?—Yes.

9257. You do not think that is too large an undertaking?—I do not think so, when once the person has come under observation.

9258. Then you would have a systematic method of reporting, identifying, and so on, in connection with it?—Yes, to a certain age when the question would be practically settled.

9259. By certification?—By certification and re-certification.

9260. Do you think a stop will be put to the numbers of these children by segregation? Will not the causes that are constantly at work in the community go on producing them, in so far as, at any rate, they are produced by persons not already feeble-minded and shut up?—I do not regard the segregation of the feeble-minded as likely to stop the supply altogether. I think it is a very obvious measure to follow, because you are at all events touching one of the springs which supplies the river, and one of the most easily observed and detected and most easily dealt with, and I think that particular spring ought to be stopped as far as possible.

9261. It is a large order, you understand, do you not?—A large order to segregate the feeble-minded, certainly, but then the feeble-minded are in our midst and they have to be cared for by somebody, and at somebody's expense. Though possibly it would be a very costly scheme, it would relieve the private individual, and it would make greater use of the powers of labour that the individual feeble-minded have; so in the long run, coupled with the prospect of diminution, to some extent, of the supply, it might be justified on grounds of financial economy and as diminishing a serious social burden.

9262. Can you suggest any other way of the stopping the creation of this class, apart from segregation; I mean not based on generalities, but something which could be practical?—I have heard of the de-sexualisation method; I do not agree with that.

9263. Would a different bringing up of the family, or education, or anything of that kind do any good?—No. I think you might diminish the number of those who are supposed to be feeble-minded by improving the hygienic surroundings and nutrition in early life, those who have to be treated as feeble-minded, at all events, in the early years—I think the number of those who are apparently feeble-minded is increased by defective nutrition, and bad hygienic surroundings in early life. I do not regard these cases as definitely coming within our category, though they need special treatment.

9264. They would generally be so counted by the observer, for school purposes?—Yes.

9265. Would they represent any large percentage?—I have not any grounds on which to answer that question, but I should think a considerable number in the Special Schools.

9266. Then you think there is a concurrent policy besides shutting up?—That policy does not seem to me to hit at the root of the real evil which we are dealing with. As I say, I do not think those children really come within our category. I agree with what Dr. Allbutt said, that the condition of feeble-mindedness, properly so called, is not a curable one, and is not due to post-natal conditions, with the exception of a very few cases which are due to accidental causes.

9267. But there is a sort of lapse into feeble-mindedness owing to other conditions, which is not truly so-called but appears as such?—Yes; that is, of course, a question of classification and nomenclature, and I should class these as examples of retarded rather than defective mental development.

9268. (*Mr. Dickinson.*) I see in your statement you comment upon the certificate under the Idiots Act, which was considerably less drastic than the certificate for lunacy?—Yes.

9269. That you think was an improvement?—I think so. The certificate under the Lunacy Act was that a person was lunatic or of unsound mind; the association

Questions 9270 to 9298.

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in people's minds came to be that the word "lunatic" did not describe the cases of imbeciles and idiots, and the treatment which they would receive as lunatics was not treatment which was desired for imbeciles and idiots. It was therefore, I think, a wise measure to pick out a class, as it were, among the total number of those legally of unsound mind, and say these, owing to their special condition, need special methods of treatment; and a separate description for the purpose of their care and maintenance was adopted, and I think wisely. There was another point about that Act which was very good, that at the age of twenty-one a revision, though a rather cursory one, had to be made before further detention could be made. At twenty-one, the Commissioners in Lunacy had to certify their approval of their continuance under the Idiots Act. But I think if anything were done in connection with that certificate, it would be wise to extend the term still further, and even strike out those words, "idiot" and "imbecile," because the public, by association, gradually gets to object to any term that you may apply. Already, I am hearing people say, "My child is not feeble-minded." All the terms, however euphemistic, gradually fall into discredit and the new one will follow, and its connotation will be limited. But some such term as "defective" which might be applied to a large variety of categories such as "(a) mentally; (b) visually; (c) morally," or in any other respects, seems to be more suitable, and to cover the whole class.

9270. Do you think in order to include the feeble-minded it might be well to have a certificate that the person is feeble-minded? Under the Idiots Act it is "idiot or imbecile and likely to derive beneficial results;" would it not do to say: "He is feeble-minded and likely to derive benefit"?—I have no great objection to that, but it seems to me the open term "defective" is better, it harmonises better with the other classes of defect, and is less likely to become opprobrious. In addition to that, it seems to me that, for the purpose of the census, you would be much more likely to collect accurate and complete figures if you grouped all these disorders under the heading of "defect" catalogued according to the particular part of the organisation which was defective.

9271. You would have to have some limit to the word "defective"; you would have to have "mental defective"?—Yes, or defective in vision, in hearing.

9272. That is deaf or blind?—Yes. If you group them together, you would less offend people's feelings, I think.

9273. You have to get hold of a term which would be sufficiently general, and at the same time sufficiently specific?—"Defective in mind," I think.

9274. You suggest that the duty of providing for colonies, which you anticipate would be necessary, should devolve on the county councils?—I think so, on the whole. The condition is not one of pauperism primarily, and, therefore, does not so naturally fall under the Board of Guardians or the Poor Law, and the county councils have already to deal with the other mental cases. I have no special knowledge to enable me to form a strong opinion on that subject.

9275. But I may take it that you think the treatment of these feeble-minded persons should begin as early as possible?—I speak quite generally in that respect. There are practical limits I know, but the earlier it begins the more effective it is; that is what I mean.

9276. The education is more effective?—Is more effective in early years.

9277. Even though it may be for people who are going to be shut up in custodial homes?—Yes, I think so. You would soon discover whether the education was likely to be remunerative practically, and I think that special schooling, continued with children that are not ultimately going to find their place in the world, and earn their own living, is rather an extravagance.

9278. (*Dr. Donkin.*) I think your experience is very largely among the well-to-do classes?—Yes.

9279. Have you formed any opinion at all as to any great difference between the incidence of feeble-mindedness on the poor and the richer classes?—It is an extremely difficult question to form even an approximate opinion about.

9280. I know the difficulty, but perhaps among the richer classes a slightly approximate opinion could be formed?—I should say it is less; that is only a very vague feeling that I have. I cannot support it by evidence.

9281. It is fairly abundant you say?—Yes, fairly abundant.

9282. You do not know of any statistics or any research on the subject?—No, I don't. I think there is this to be said: among the better classes you do not get the cases reproducing themselves as you would in the lower classes; that is, of course, an important element in the matter.

9283. They are looked after?—Yes.

9284. And marriage is avoided?—Yes.

9285. (*Mr. Byrne.*) In pursuance of Dr. Donkin's question, what class of idiots have you mostly at Normansfield—are they mostly profound idiots?—We have all grades from the highest to the lowest.

9286. Mostly of the upper classes?—Yes, they are all well-to-do, and able to pay for their board and lodging, and maintenance.

9287. Is it within your experience that there is a lack of similar accommodation for those who are not able to pay so much.?—I think there is; there is a lack particularly for those who can only afford something like £50 a year.

9288. Is that frequently brought before you?—I cannot say very frequently, but still I am never left forgetful of it.

9289. Do you attribute it to any defect in the existing law, or to the mere fact that the Authorities who are able to do so have not provided such institutions?—I think it is that there is no provision.

9290. A County Authority can provide an asylum for idiots?—But it has been done in so few cases.

9291. And an idiot can be certified as a lunatic?—Yes.

9292. And the County Authority should provide for them?—Yes.

9293. And it has been very rarely done?—Yes; Middlesex has done it.

9294. Do you think, supposing it be proved that the want of accommodation for idiots of the poorer classes is marked, that the remedy should be found in inviting and encouraging County and Borough Authorities to provide asylums for them, or some extension of the Idiots Act should be made to enable the Local Authority to provide?—I think some extension of the Idiots Act would be better.

9295. Would you briefly state the reasons why you come to that conclusion?—In the first place, if it were simply an extension of the Lunatic Asylum under the Lunacy Act the tendency would be, I think, to develop in the wrong direction, that is to say, not in the farm colony direction, but rather in the custodial Home direction, and secondly, the objection of the parents would be very considerable, and rightly. The methods of treatment are quite different.

9296. The difference of certification?—I think it is a great advantage to have a wide and easy certification. People who most need detention are not always the most severe cases, although they present a grade of defect; it is often those whose defect is slight who will do most mischief, if free. Particularly that applies to moral cases who are most difficult, after all to certify, particularly without continued observation, and they are those the most needing control; they do more mischief if they are free. The low or middle grade imbecile is a very harmless person, and can do a good deal of work and make himself happy and easy, and behave very well.

9297. Also another argument for doing it under the Idiots Act and not under the Lunacy Act is to prevent these people being discharged, as might be necessary under the Lunacy Laws if a continuing certificate cannot be given? Yes.

9298. You could treat them better and keep them in?—Yes, and the whole condition is different in a very vital thing; whether you take epilepsy or insanity the symptoms of that are not always in evidence; the symptoms of mental deficiency are always in evidence and give you a handle to act by, which is of practical importance.

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9299. Can you give the Commission any ideas as to how it is that, with the exception of a few famous institutions that exist, private philanthropy has been so backward in providing accommodation for the poorer imbeciles of all grades ?—I have never thought specially about that.

9300. But it is so ?—Yes.

9301. Provision is made for the pauper imbeciles, but not for the teachable ones who are not paupers ?—I think it is rather for the want of knowledge on the part of the public of the benefits which would accrue; not knowing that it might be economical and a good thing.

9302. In your memorandum (page 538) you say: "In the case of persons of the wealthier classes who would probably not come upon the state for support, it should be sufficient to provide that any person shewn to be mentally defective at twenty-one years of age——" With regard to the words "shewn to be," what steps do you think, if any, should be taken in order to bring to the cognisance of the State the existence of feeble-minded persons of the wealthier classes who may get themselves into trouble, and injure their neighbour; would you be in favour of notification of such a state of mind by the doctor discovering it ?—No, I think the thing to rely on would be a sort of family council, which should agree on something to prevent this person squandering his property, if he were not properly cared for; or being unduly at large, and that they should raise the question.

9303. But, as a matter of fact, the necessity for dealing with them arises long before they have any property ?—Yes.

9304. At the age of puberty they often begin ?—Yes.

9305. How would you deal with this: supposing a doctor discovered in an ordinary middle class home a moral imbecile who is certain to do considerable harm, probably to degenerate and even to fall into serious crime, and the people are rich enough to keep him at home and said "we will take care of him," whereas the doctor knew they could not; would you impose any duty upon him ?—I do not think you could ask a doctor to do that.

9306. Do you think it would be expedient that people in those circumstances should be allowed to keep their imbecile son or daughter ?—I think in many cases, yes; I think in a large number of cases the imbecile in a well-to-do class can be well kept at home.

9307. There is no general duty incumbent on the State to pry into the existence of such people ?—So long as they are properly cared for and do no mischief.

9308. The State may well wait until they get into its clutches ?—Yes.

9309. And then take them ?—Yes.

9310. Of course, after twenty-one there are provisions of the Lunacy Act, Section 116, for dealing with it ?—Yes.

9311. No doubt you agree that it may be extended to all forms of mental defect ?—Yes.

9312. Somewhere in your statement you say such people should not be allowed to marry. Do you think there is anything to be gained by a prohibition of marriage as has been done in some American States ? Would you make it a criminal offence to marry a feeble-minded person, or to procure the marriage of a feeble-minded person ?—First of all, as regards what I said in my memorandum: I do not think it goes quite so far as that. What I said was that the presumption should be against marriage being permitted to a person who had once been detained, that is to say, if the certificate continued to be issued for his detention, then at any period after that it should be for him to prove his right, rather than for the presumption to be the other way, that he had the right unless the reverse were proved.

9313. I quite understand that, but what I want to ask you about is the practical steps you would advise ?—I think that would meet a very large proportion of the cases.

9314. Would you make such a marriage invalid ?—I think the temptation to such marriages in the better classes goes very largely with the money; I do not think there is much danger if you look after the money.

9315. So that if you extend Section 116 as it ought to be extended, you think that would meet that case ?—I think so.

9316. I note that you do not agree that there is much advantage to be gained by adopting what has been done in America, namely, passing statutes for preventing the marriage of these persons ?—I had put down a note to put before you as a possible thing, that any person having epilepsy who should marry without disclosing the fact should be held to have made no valid contract; some such provision as that, I think, would be a good thing.

9317. Do you think it would be a practical one, or might you hope to deal with the difficulty in other and more effective ways ?—I do not know that I do attach much value to it.

9318. Have you access to, or have you kept yourself, any considerable collection of family histories of defective people ?—I have access to a considerable collection made by my father.

9319. Is the substance of it published ?—The substance of it is published.

9320. Have you anything which you could let us have which would add substantially to the weight and effect of what is published, or is it on the same lines ?—It is on the same lines.

9321. Leading to the same result ?—Leading to the same conclusion, yes.

9322. (*Chairman.*) **Is there anything you wish to add ?—I think I should like to say a little more about the economical side of a colony scheme, and the utilisation of the patients of the better grade, provided they are all grouped together, in doing work of the house, and looking after, to some extent, the more degraded cases under supervision. I think a good deal can be done by the feeble-minded women in such an institution in looking after the younger and the more feeble cases, under supervision. My experience—and I happen to employ three feeble-minded women at Normansfield doing house work—is that they work very well. But they must do the same work day by day, and they must have supervision; they must not go out at night, and so on. The workhouses seem to me to afford a very considerable scope for domestic useful work of that kind with some of these patients. If there were a colony, it seems to me that could be very considerably extended. I have come across records of what they have done in America in farming land, actually making it pay well, dairy farming and poultry farming with quite a limited number of boys and quite a small staff for supervision, so that it paid well. In that case the feeble-minded population erected all the buildings and plant necessary for the farm operations, including, I believe, their own residential quarters on the farm. I think that is all I have to say.**

Mrs. May Dickinson Berry, M.D., B.S., called; and Examined.

Mrs. May Dickinson Berry, M.D., B.S.
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9323. (*Chairman.*) **You have been so kind as to give us a statement of your evidence. May we put that on our notes ?—Certainly.**

Statement of the Evidence Proposed to be Given by Mrs. May Dickinson Berry, M.D., B.S.

I am Doctor of Medicine and Bachelor of Surgery of London University. I have, for over seven years, been Assistant Medical officer, first to the London School Board and afterwards to the London County Council. My work in this capacity has been almost wholly in connection with the Special Schools for Defective Children. It has been my duty to examine candidates for admission to these schools, to inspect the schools generally, and to give certificates of exclusion for children who are considered imbeciles or who are fit to be passed up into the ordinary schools. I have also been honorary medical officer to the Society for the Promotion of the Welfare of the Feeble-minded. As such, I have examined cases of admittance to Homes, and have periodically visited the different Homes connected with the Society.

Mrs. May Dickinson Berry, M.D., B.S.

4 July 1905.

Before considering the question of what improvements may be made in dealing with the feeble-minded, I should like briefly to touch upon the characteristic features of cases which I have come across, both in connection with the Special Schools and with the work of the National Society. In the Special Schools, under the Council, are congregated children with mental powers varying within wide limits. In considering the various types I would refer them to three classes, according to their ultimate destination. Class I.—Those who, before they reach the limit of school age, will be passed out into the ordinary school, and who will therefore start adult life as presumably normal individuals. Class II.—Those who remain in the Special Schools till the end of their school life, but who will leave able, wholly or materially, to earn their own living. Class III.—Those of whom it may be predicted that they will never be able to do more than partially support themselves.

Types of Children in the Special Schools.

(*a*) *Neurotic Type.* Children of unstable nervous systems, predisposed to nervous break-down, backward in learning. These children do badly in the large classes of an ordinary school and often tend to deteriorate mentally. Many improve sufficiently under individual training to be passed out into the ordinary school, and to subsequently pursue their course there successfully; others remain in the Special Schools and will come under Class II.

(*b*) *A Dull, Apathetic Type.* Usually a well-nourished child, slow in all his actions and mental processes. In an ordinary school this type of boy tends to develop into a truant or a hooligan. As a rule he is fairly intelligent in ordinary matters, but often shows marked inability to learn certain subjects, generally reading. A few cases of this type belong to Class I., but most of them come under Class II.

(*c*) Another type, common enough in poor neighbourhoods, is the child stunted in body and in mind from neglect at home and insufficient or improper food. In the cases I refer to there is usually no constitutional mental defect, and if the conditions of life are altered early enough they will develop into normal individuals. These cases often improve greatly in the Special Schools, no doubt largely owing to the fact that food is usually provided for the really necessitous cases.

(*d*) *The Morally Defective, i.e.*, those in whom moral defect is the most marked characteristic. Fortunately, cases of "moral imbeciles" are comparatively rare, though there have been cases in most of the Special Centres. Several have had to be excluded either on account of their evil influence or because of actual danger from their presence. The problem how to treat these cases is one of the most difficult. Whether the plan recently adopted of placing them in a Special Residential Home will prove a satisfactory solution is, I think, doubtful.

(*e*) Another type I should like to allude to is one which is more evident when seen, in adults than in children, and which I have come across frequently in connection with work for the Society for the Promotion of the Welfare of the Feeble-minded, and especially in cases for admission to the Coningham Road Home for feeble-minded mothers with illegitimate infants. Girls of the type referred to are characterised by persisting childishness and want of power of looking after themselves. They can often read and write tolerably, and in a short interview may appear normal, but closer acquaintance usually reveals general want of power, inability to work without supervision, and childish stubbornness or temper.

Typical Cases in Class III. The types hitherto described have been all those of comparatively slight mental defect. In Group III., those children who will never be able to support themselves, we find many of the same types, but associated with much more marked deficiency in mental power and intelligence, in many cases accompanied by developmental defects and physical signs of various kinds. They vary considerably in mental powers from the boy or girl who learns to do good handwork under supervision and masters a little reading and calculation to the low grade case whose clumsy handwork does not rise beyond the simplest kindergarten pattern and whose school attainments remain almost nil.

Moral defects, especially a tendency to indecency and to sexuality are common, though by no means universal, among the lower grades of the feeble-minded. But a certain amount of the immorality found among the mentally defective children may be attributed to home influence, seeing that it is undoubtedly true that a large proportion of these children come from the very lowest strata of the population.

I have described the various types in order to show what widely different cases are included at present under the term feeble-minded, and how complex therefore is the task of dealing with them.

Educational Results of the Special Schools.

I recently examined the children over 12 in five centres, 100 in all, particularly with regard to their proficiency in reading and arithmetic, with the following results:—

Reading.

(1.) Able to read Standard I. book fluently. (Several in this group can read Standard II. or III. books.)—25.
(2.) Able to read a Standard I. book, but not without considerable stumbling—15.
(3.) Able to read easy sentences—28.
(4.) Able only to read a few easy words—27.
(5.) Unable to read at all, or, at most, only knowing letters—5.

Arithmetic.

(1.) Able to do Standard II. work (these all do multiplication sums and most also division sums)—25.
(2.) Doing Standard I. arithmetic—21.
(3.) Able to do easy addition and subtraction sums, not up to Standard I. (often the sums are done mechanically and unintelligently)—15.
(4.) Able to do very small addition sums, usually with the help of dots or other concrete assistance—17.
(5.) Unable to add or subtract at all—22.

I think these tables represent nearly, though not quite, the degree of proficiency attained when the children leave school. Those in *groups 1 and 2, i.e.*, 40 % of the whole, have learnt enough reading to be of use to them; in the case of the remaining 60 % the reading they have attained to is not enough to be of much value.

As regards arithmetic, the children in *groups 1 and 2* showed no marked deficiency in powers of calculation. Those in *group 3* were slow in their answers, but could all do addition and subtraction of small numbers mentally. These figures are taken from the examination of but a few centres, and I do not claim that they do more than approximately represent the general results.

What Becomes of the Children Educated in the Special Schools?

Dr. Kerr has already gone into this subject at length, and given, among others, some figures drawn up by myself. The net result appears to be that we have turned out from our Special Schools (1) a large number of persons who are unable to earn their own living and who may practically be classed as imbeciles, (2) a still larger number who swell the ranks of inefficient and poorly paid workers, and (3) a small minority who become self-supporting and useful members of society.

The majority of all these will have descendants who will tend to perpetuate their characteristics.

Suggestions of Reform.

School Curriculum.—Although there is in the present school curriculum a considerable degree of elasticity, I think more is required. The child who, though knowing nothing on admission, has capabilities which under careful tuition will get him into Standard II. or III. surely needs a different system of teaching from one who after six years hard work will know a few letters at sight and be only able to calculate with the help of concrete objects. But children of both these classes are found side by side in the lowest class of many of the Special Centres. I think in many cases time and labour are wasted in attempting to teach children subjects which they are not capable of learning—this applies especially to reading.

Differentiation of Cases.

Roughly speaking, there are two varieties of child in the Special Schools—those who can learn the ordinary school subjects to a certain level and those who practically cannot learn them at all. These two classes would do better if taught separately. The difficulty might be met either by the formation of schools for backward children on parallel lines to the ordinary schools, but on a lower level—as has been done in some parts of Germany—into which all the cases of slight feeble-mindedness might be passed; or by applying two different systems of education in the same school.

Age for Admission into the Special Schools.—This is at present 7 years old. I think earlier admission would make very little difference in the ultimate condition of the children, and that in the majority of cases there is no serious objection to their being retained in the infant schools till 7.

Age for Leaving School.—I agree with Dr. Kerr that little is gained in most cases by retention in the Special Schools between the years of 14 and 16. A boy often finds it easier to get work at 14 than at 16, and his capabilities of work are not, I think, appreciably increased by the extra two years in school. The recently established Manual Training Centres for boys between 14 and 16 will probably be of benefit in many cases.

Remedies Suggested in Dealing with Feeble-minded Persons over School Age.

After Care Committees should be established if possible in connection with every Special School. Members of these can do much in finding suitable employment for those able to do work of some kind and generally befriending them, thus preventing many from sinking into the ranks of paupers or criminals.

Custodial Homes.

No one who has done any work in connection with the feeble-minded can fail, I think, to be impressed with the necessity for more Homes for the permanent care of such persons and with the impossibility of meeting this want merely by private charity.

What Proportion of Children admitted to Special Schools are likely to require Permanent Treatment in Custodial Homes?

Taking the children in the three classes referred to at the beginning of my report, my conclusions are as follows:—

Class I.—Children passed up into ordinary schools.—I cannot give the exact percentage of children who are thus passed up, but I should give it roughly as from 5 to 10 per cent. I enquired particularly in six special centres into the subsequent progress of the children passed up, 102 in number. In two cases only had unsatisfactory reports been received—one of these cases was at home doing nothing, the other was in a home for feeble-minded girls. The large majority had done fairly well at school, though few had got beyond the 3rd or 4th Standards. Several were known to be earning good wages, but several had of course been lost sight of. In no case had there been a request for re-admission into the special school. I consider that the cases in Class I. requiring treatment in a Custodial Home are exceptional and may be disregarded.

Class II.—Those who leave the Special Schools at 14 or 16 and are considered capable of wholly or materially earning their own living.—I would include in this class about 45 per cent. of all cases admitted. Among them are a good many whose attainments in school subjects, especially reading, are very low, but they are children who do manual work well and are of fair general intelligence as regards ordinary matters of life. Teachers have recorded to me many cases of boys or girls of this class who have done well in factories or domestic service and have even cited instances in which employers have preferred boys of this type for certain mechanical kinds of work as being more reliable and less volatile than those of normal intelligence. I consider that in this class also it is only exceptional cases who will be suitable for custodial Homes.

Class III.—Cases unable to do more than partially support themselves.—These I should put at about 50 per cent. of all cases admitted.

This class includes (1) Those wholly incapable of contributing to their own support, and who may be practically considered imbeciles, roughly speaking about 10 per cent. These are the cases I classified as fit only for a Custodial Home in a report already quoted by Dr. Kerr. (2) Those capable, under supervision, of doing a certain amount of work of a useful or remunerative character—about 40 per cent. A certain number of these have homes where, after leaving school, they are looked after fairly satisfactorily and where they are of use in helping parents, but in most cases they are only a burden at home, are most inefficiently looked after, and after sundry ineffectual attempts to obtain or retain work, end by becoming in one way or another a burden on the rates.

Roughly speaking I should consider that at least 50 per cent. of the children in London County Council Special Schools are suitable for permanent care in Homes. The small number excepted from Class III. is more than compensated for by cases in Classes I. & II.

Methods for procedure for passing Feeble-minded persons into Homes.

Powers of compulsory detention are undoubtedly essential if Custodial Homes are to deal effectively with the problem of the mentally defective. The methods of procedure need not differ from those used in the case of lunatics and imbeciles. Doubtless the present certificate of "unsound mind" might be made to cover most cases. I think, however, it would be desirable to have a special form stating the person under consideration is "feeble-minded" or using some analogous term. It would be easier to obtain such certificates and there would be less stigma attached to them.

A large proportion of the cases suitable for Custodial Homes could undoubtedly be certified when leaving school, or even earlier, and would thus pass directly into a Home. In a very large number of cases it is possible to say at an early age whether a child will come into this category, but I think that no definite decision ought to be required before 12 years old at least.

I do not think, however that, even supposing that all feeble-minded cases passed through Special Schools and that there were Homes enough to receive them, it would be possible thus to certify and retain all cases suitable for such Homes.

I have already referred to the Coningham Rd. Home for feeble-minded girls with babies, to which I am honorary visiting physician. Some of these girls are characterised by general childishness, others by moral defects of a sexual tendency. Several have fair educational attainments, above those of most children leaving Special Schools, and the question of their admission to Special Classes does not seem to have arisen. But in their work and general conduct they show themselves to be feeble-minded and have usually proved incapable of retaining places and supporting themselves satisfactorily even before they have got into trouble and drifted to the maternity ward of a workhouse. Guardians should be able to deal with these cases when they come before them and send them under a certificate to a suitable Home. Though the birth of one child may not be preventible the birth of successive ones ought to be.

Character of Homes.

I consider that there ought to be some classification of the inmates in different Homes. Those for the low grade cases should be separate from those of less marked defect. The latter should be on the lines of labour colonies and should be partly self-supporting.

The Homes should be under the same authority as asylums for lunatics and be under inspection either by the Commissioners in Lunacy or specially appointed Inspectors.

Homes for Children.

From the comparison of children in Homes connected with the National Society for the Welfare of the Feeble-minded with those in Special Schools, I have come to the conclusion that as a general rule it is better to educate the children at home. I do not think the possible additional educational advantages in an institution compensate for the loss of even an indifferent home, and mixing with normal individuals and especially normal children after school hours is advantageous and tends to make the child less peculiar in appearance and conduct than one educated in a Home. There are of course cases for whom Homes are desirable, viz., those living away from Special Schools and those whose homes are essentially bad. In the case of children one of the strongest reasons for a Custodial Home—to prevent the propagation of the species—does not exist, and they may more safely be left at large.

The Influence of Heredity.

I agree with Dr. Kerr that no one who has had much experience of the cases brought up for admission to the Special Schools can fail to have been struck by the frequency of cases of obviously low intelligence in the parents. A record of the family history of every child is kept in the Special Schools in every case in which this can be obtained. It is exceedingly difficult, however, to obtain reliable statistics partly because cases of

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insanity or imbecility in the family are frequently denied if known of, and partly because the parent interrogated often knows little or nothing even of his or her own near relations and still less of those of husband or wife. I have recently investigated the family history records in 162 consecutive cases taken in 5 different centres with the following results:

Family history of Insanity - - 19 per cent.
" " " Feeble-mindedness 18 "
" " " Epilepsy - - 8 "

These figures, which for the reasons given above are undoubtedly below the true record, are certainly in favour of the theory of heredity and of the connection of feeble-mindedness with insanity.

9324. (*Mr. Dickinson.*) You have had a very large number of children in London under your observation, I suppose?—Yes, for over seven years I have been examining them. The exact number I could not state, but I should think it ran somewhere up to 200,000.

9325. Those are children as to whom the question arises first of all whether they should go into the Special Schools?—Yes, children are brought up from the ordinary school or from outside authorities in order to be passed or refused for admission to the Special Schools.

9326. And I suppose also children about whom there is no question whether they should go back to ordinary schools?—Yes; I was not alluding to those; those are seen at the inspection of children in schools; those are also medically examined.

9327. Your observation is not only confined to children when they come into the schools, but also continued as regards children during their time in the schools?—Yes, all through their school time.

9328. With regard to types of children that you have in your Special Schools—such as you refer to in your memorandum—I take it those you place under the neurotic type are not children which you anticipate would require custodial care afterwards?—No, not those I have put under that type. Of course, we do get a neurotic type among lower grade cases, but those are not the ones I allude to.

9329. If they continue to deteriorate mentally, as you say, is it the fact that they are in the Special Schools that prevents them coming into that class, or would they come into that class if there were no Special Schools?—No, I mean that they deteriorate if they are left in the ordinary school, because they do nothing there, and it often has an injurious influence upon them.

9330. As a result of that deterioration, by the time they pass out of ordinary schools they would be only fit for Custodial Homes?—I should doubt that.

9331. Not as bad as that?—I should think in very few cases.

9332. They would, I suppose, drop into employment of some simple character?—Yes; they would learn very little, and they would very probably suffer from some kind of nervous disease; chorea, for instance.

9333. That applies to the dull type that you come across?—That they do badly in the ordinary school, yes.

9334. They are also children who would do no good in the ordinary school?—No, none.

9335. Are they saved from becoming feeble-minded by going into the Special Schools?—Possibly, in some cases.

9336. I suppose that also applies to children whose mental defect, such as it is, you attribute to bad nourishment?—I do not think those would ever become really markedly mentally defective.

9337. Then, again, would a class of child who would go out into the world in the ordinary course, and who, although a bit ignorant and behind the rest of its competitors, not be of the kind that you ought to have a Home for?—If all these children remained in the ordinary school, they would probably never get into Standard I. They would be put there, but would not be able to do Standard I. work. If they are put into the Special School, they are able to do Standard II., and very often III. and IV. before they leave the school.

9338. Inasmuch as they cannot reach more than the lower Standards, would they be able to learn sufficient of a trade to be able to earn their living?—I should think probably not.

9339. But if they go to a Special School they are sufficiently improved to learn a trade?—I should say yes.

9340. I suppose you know there are large numbers of these children who do go out and have learnt a trade?—Yes; they generally go out from the ordinary schools, because most of them are passed back when they get to about twelve years old.

9341. The teaching of a trade has hardly been tried in the Special Schools, has it?—Very little. There are now one or two Training Centres to which the boys between twelve or fourteen are sent. There is one that I know, but I have seen very little of its working.

9342. What is your reason for saying that for the moral defective the idea of a Residential Home is not satisfactory?—I do not know that anything better can be suggested, but I think the herding together, so to speak, of these moral defectives will probably result in their becoming worse even than they were before. I have heard of a few cases in which they have been very much improved; that has been simply from personal influence. I know of cases in one or two of the Homes for Feeble-minded where girls who were apparently bad cases of moral defectives have, owing to personal influence, improved greatly. I know of one or two such cases in connection with the Painswick Home, but I confess I cannot state any other satisfactory scheme of dealing with them at present.

9343. Does the County Council try to separate them at all?—Yes, they have a home for morally defective girls at Rastell Avenue, but I cannot tell you much about that; it has not been under my care.

9344. That is to be closed?—Yes, I believe it is.

9345. These feeble-minded mothers that you mention in (*e*) whom you have seen in the Coningham Road Home—I gather that from what you saw they are girls who probably would not have come into the Special School?—Several of them.

9346. There would have been no reason for putting them in the Special Schools at the time they were children?—No.

9347. They are sufficiently intelligent to learn equally with other children?—Not to excite any very special remark on the part of the teacher. They would have remained amongst the backward and dull children in the school, but they probably would have been able to get on without the teacher feeling it necessary to suggest that they should pass into the Special School.

9348. Where does their feeble-mindedness come in?—More in their moral qualities, and in their childishness—the want of being able to look after themselves. They are able to read and write, but on the other hand anything they do, their handwork, for instance, is generally characterised by want of general power, is slovenly and careless and needs constant supervision.

9349. They are evidently persons who, even with most careful inspection in schools, could not have been certified as feeble-minded when they leave the schools?—No, I do not say that, because they are not up to the average; they would pass without special notice. They would remain amongst the backward, but not necessarily be so defective that the teacher should think they ought to be brought up for examination.

9350. Really the only way of getting hold of these people would be in later life?—I think so.

9351. With regard to the educational results that you give us, your examination related only to children over twelve?—Yes.

9352. I suppose all these children in these cases were children who had already been examined several times and were not fitted to go back into the ordinary schools?—Yes; a few of them would probably pass into ordinary schools.

9353. Between twelve and fourteen?—Between twelve and fourteen—very few.

9354. By that period, I suppose, most of them would be weeded out—the ones that were hopeful?—Yes.

9355. May we take it that these 100 were what is generally known as feeble-minded children?—Yes; also they may be taken as representing pretty well the result that will be obtained by the time they are fourteen,

because the improvement made by some will be counterbalanced by the fact that a few will by then have gone out into the ordinary schools and therefore will not be reckoned in.

9356. Of those you find twenty-five are the only ones who really have been able to get any practical benefit from the school at all. You have got twenty-five who are able to read Standard I. book fluently and the rest cannot read without stumbling—"only able to read a few sentences or a few words," or not at all, and the remainder can hardly be said to have got any benefit from the school at all?—Yes, those in II. have a certain benefit; for instance, they would be able, if they were errand boys, to read the names of streets or possibly make out addresses, but as to reading to themselves with advantage I do not suppose they could do that. I think the amount of reading they learn would be a certain amount of use to them in work, but I think to those in III., IV. and V. it would be of no use.

9357. The III., IV. and V. children are hopelessly deficient?—In reading.

9358. I presume in everything else?—Not necessarily; some of those in III. are quite intelligent and can do calculation quite enough to get on in life. There are a few in every centre. There has been a paper published recently by Dr. Thomas on such cases. Apparently they have some brain defect especially affecting the centre for reading, and we find a few similar cases in regard to arithmetic. I came across a boy who could not add three and four together, and yet was able to read intelligently.

9359. And also able to reason intelligently?—Yes, tolerably.

9360. No one could certify a child like that as being mentally defective?—No. I do not say they are quite up to the average in other respects, but their mental powers in other respects are very much superior to that one in which they are especially defective.

9361. You find of these, 40 per cent. who learn enough reading to be of use to them, and 60 per cent. to whom reading is not of much value?—That is what I conclude, from a few centres.

9362. Would that hold good for the whole of the Special Schools, do you think?—I should think roughly so.

9363. I suppose you, nevertheless, attach importance to the work in the Special Schools?—Certainly.

9364. Would you tell us in what way?—I think all those children in grades (1), (2) or (3) of arithmetic are able to calculate quite enough for what is required for many kinds of work; they would not be able to do any very skilled mechanic's work, but they would be able to do the ordinary work of labourers, or even some trades. They know the value of money; they are able to buy, and run errands for parents. I think in those cases they have been very much improved by the Special Schools; in fact they are made capable of taking a place in the world.

9365. That is in relation to the 40 per cent.?—Yes.

9366. In relation to the 60 per cent. what good has the Special School done them?—I think very great good; whether from the educational point of view as regadrs their wage-earning capacity, is doubtful, but if you see the children some time after they have been admitted and compare them with what they were before, it is very striking the way in which they have been humanised and given interest in things; they become, in fact, quite different creatures to what they were. The personal influence of the teachers in those schools is very striking indeed and although the children appear to have done very little, that little is very considerable as compared with what they were able to do when they came in. This specially applies to handwork, because it is this to which special attention has been directed in the lower grade cases. There is no doubt a very large number of them who learn very little reading or arithmetic who are yet to a certain degree proficient in hand work; some of them show great skill in drawing, and the work is very neat in a good many cases, which is a quality which would be otherwise quite absent. When they come in they have not the slightest idea of neatness; very little power over their fingers; and altogether the difference, I consider, is very striking.

9367. And it is a difference which will be permanently beneficial to them?—Decidedly, yes.

9368. At the same time you say on page 542, col. 2, that the actual subjects which are being taught might be improved. For instance, you say that many children are taught things they are not capable of learning?—I think as regards these three groups I have put in reading, (3), (4) and (5) in most of those it would be better not to continue to teach reading.

9369. What would you teach them?—I should have given up the reading after a sufficiently long trial and confined their studies much more to the concrete objects of hand work, manual work of different kinds.

9370. Those you think would be turned out, without the knowledge of reading, sufficiently equipped in manual training to earn a living?—No, not to earn a living independently.

9371. With regard to the Custodial Homes, do you think they are necessary in these three classes? I see you say in your Class I., Class II. and Class III, that from 5 to 10 per cent. of children in the Special Schools are children who would in the ordinary course be expected to go back into the normal schools, the elementary schools, and from 40 to 45 per cent. I suppose are those who leave the Special Schools and are considered capable, wholly or partially, of earning their own living; that 50 per cent. you think you would leave out of consideration as regards Custodial Homes?—Yes, I think practically the cases would be exceptional that required Custodial Homes.

9372. But the other half are children who, in your opinion, are those who cannot earn their own living, and for whom some Home ought to be provided?—They would certainly be much better in Homes than if they were turned out to their own homes, attempting to get work which they generally fail in doing; and a very large number of them drift into the workhouses and even into prisons.

9373. Have you any idea what number of children that would be every year? We understood there were about 5,000 children in the Special Schools in London. According to that your calculation would make half that number, 2,500, as being children for whom permanent care is required?—I cannot give you those figures off-hand.

9374. That is the figure given to us by some witnesses from the County Council, 5,000 odd. I suppose one-fifth of them go out every year?—Yes, I suppose it would be so.

9375. That would mean that 500 every year pass out of the schools, for whom you think Custodial Homes ought to be provided?—I do not think for all these cases Custodial Homes are absolutely necessary, but I think all these cases would be better in Custodial Homes than they are left at liberty.

9376. I suppose a considerable number of these children could be dealt with in their own homes; looked after by their own relations?—Yes.

9377. Those children are not taken from the very poorest; they are taken from the whole of the elementary school population?—Yes; I think one of the chief reasons why I consider they are better in Custodial Homes than left with relatives is because in almost all cases they marry or have children somehow.

9378. The keeping in Custodial Homes is done to prevent that. You rather suggested instead of having a certificate that they are "of unsound mind" the word should be "feeble-minded"; that, of course, is a very vague term?—I do not particularly advocate "feeble-minded", I think the term "defective" mentioned by Dr. Langdon-Down would be really better. I think it is desirable to have them differently classified than merely as "of unsound mind," exactly the same as lunatics, because this will certainly attach a great deal of stigma.

9379. I suppose many of those children that you have to deal with when they go out of school could hardly be certified as of unsound mind?—If you use that term as including "feeble-minded"? I suppose it could be done,

9380. But as "of unsound mind," I suppose no medical man would certify the great majority of the children as of unsound mind?—Not in the present state of things.

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9381. But if there were some less drastic term, they would certify ?—I think so.

9382. You also state that you think it is better that children should be educated at home. That means that it is not advisable that they should be at boarding schools ? —I think day schools are better where it can be managed.

9383. That would be day schools where you could get Special Schools, but where you cannot get Special Schools it would be better to go to a special boarding school than to the ordinary school ?—I think so, yes.

9384. Your investigations in regard to the history of these children tends to show that heredity has a very great deal to do with the question ?—I think so, certainly.

9385. Dr. Kerr sent me some facts in relation to a child which had been reported to him—I do not know whether you reported it or not—a feeble-minded child whose mother was feeble-minded and had had fifteen children ?—I do not know that case, but there is scarcely any Special School in which there is not more than one case of two or three members of the family in the school. I should say in every Special School you would find that.

9386. You would find brothers and sisters ?—Yes, one or more cases of such.

9387. And their parents also feeble-minded ?—It is difficult to get that history; you generally have to depend on the teacher. Unless the teacher remarks it, slight cases of feeble-mindedness might escape notice.

9388. Of those cases you find 19 per cent. with a history of insanity, and in 18 per cent. a history of feeble-mindedness ?—Yes.

9389. (*Mrs. Pinsent*). In regard to these children of whom you say in your note that it is inadvisable to continue their education on the lines of the three R s, would you suggest they should be sent at once to some Residential Home or colony or would you prefer keeping them in the Special School until the age of sixteen ?– I should prefer to keep them in the Special School until they are fourteen, if there are a sufficient number to be educated on the same lines.

9390. Do you think that the town school lends itself as well to their education as a country farm would ?—Possibly not quite as well, but I do not think the advantages of a country farm would out-weight those of their attending a day school and being in their own homes up to the age of fourteen.

9391. Have you come across any cases of that description who are in very bad homes ?—Yes, of course there are some. I would except those.

9392. I take it that these cases who are incapable of learning to read and write are really the cases who will need permanent provision later on ?—Yes, I think so; almost all.

9393. If they are ultimately to be drafted into the colony, would not you advise that they should be drafted into that colony as soon as it is ascertained that they are cases for permanent custodial care ?—I do not see that that would be a very great advantage because it would necessitate having a special department for children of that age there with the adults; the children would not be in any way remunerative. The expense would probably be greater than keeping them in Special Schools. I think their remaining in their homes in most cases is a good thing.

9394. You do not think the extra advantages they would gain from industrial work and farm work suitable to their capacity—would improve their wage-earning capacity ?—No, I do not think so. I think I should be inclined to put fourteen as the age for passing them into a colony.

9395. You would not pass them in before fourteen ?—Not in the majority of cases.

9396. In your experience of London schools, with the exception of the three manual schools, do you think the manual work done in the Special Classes is at all thorough and effective ?—I think a great deal of it is. I think more might be introduced.

9397. When manual work has to be organised in connection with the ordinary "three R" work, is it not extremely difficult to get it of a very practical nature ?—No, that has not suggested itself to me. It is all of a character which trains hands and eyes and general faculties, even if it may not be directly of industrial use.

9398. What proportion of children should you say ought to be doing the work that has been carried on at your three manual centres ?—It is difficult to say. I should think about a third, roughly speaking.

9399. I think manual instruction is now being given to 120 ?—Of course it is only on trial at present.

9400. You think more should be done in that way ? You say you divide the discharges in the Special Classes into three classes—one, two, and three; you say a large number of persons are unable to earn their own living. Have you ever contrasted these discharges with the discharges from the ordinary elementary school ?—No, I have no idea what the proportion is.

9401. You do not know what the proportion is of children leaving at fourteen from an elementary school, say in a very poor part of London, who earn their own living ?—No. It is not found very difficult apparently for the boys who leave the Special Schools to get work—all those who are not obviously of the imbecile type; they can generally get work, but the difficulty is they are not able to retain it. So I should not have thought, judging from that, that many in the ordinary schools are not able to obtain work.

9402. It would be very interesting to contrast the two. If one really knew the difference between the two perhaps it would not be so large as one would expect. I wanted to know if you had done anything in that line?—No, never, but I have heard of a very few cases leaving Special Schools of children who are able to do work not being able to get it. I have very seldom had that reported. I always inquire about the children from the teachers, and there has very seldom been any difficulty.

9403. You have mentioned the work of "after-care" committees, and you recommended that they should be established in connection with every Special School. Do you know anything of the working of these committees ?—Not personally. I do not think there are any in connection with the manual centres in London now; I am not sure. There is such a committee in connection with the physically defective centres, which has been doing excellent work.

9404. You say they are useful in obtaining work. But would not the difficulty come afterwards; they would be useful in finding situations, but they would have no influence in helping the children to retain them ?—If the children are not capable of retaining them. With a good many children, if a situation is found in which they are under supervision, and with somebody who is interested in them, then they very often retain their positions and do very good work. That is the sort of thing that members of an "after-care" committee can find in many cases.

9405. We may take it that the "after-care" committee is useful for the better children, but is of absolutely no good for the bad cases ?—Quite so.

9406. In the 40 per cent. you have mentioned it might be of use, but not in the remainder ?—Not many of the remainder, very few.

9407. (*Mr. Loch.*) How long a time were you supervising these children who are marked down as doing well after leaving school ?—My figures are only obtained from the teacher. In some cases the teacher had them under observation for some years, but I think in nearly all they had been away a year.

9408. Would you think it desirable that there should be some consecutive statistics about these matters in different parts of the country ?—Yes, exceedingly desirable.

9409. Has any special step been taken in that direction ? —The Society for the Welfare of the Feeble-Minded have drawn up forms for family histories which they are trying to get adopted all over the country, and trying to get the After-care Committees to use and to collect statistics both as to the family histories of the children and their personal history.

9410. But apart from that, as to their success on leaving? —Yes, their whole history.

9411. You have had charge of this Home at Coningham Road ?—I have visited it.

9412. Officially ?—Yes.

9413. Are you satisfied on the whole with the results of the Home ?—Yes.

9414. The women have improved there ?—Yes, they certainly have improved.

9415. But the home is quite a small one, comparatively ?—Quite small. I think there are nine cases there.

9416. So if anything further is to be done a new step would have to be taken, the numbers being so few ?—Of course, it is quite inadequate.

9417. What have you thought of as a possible way of extending it—what would you do ?—I think that Homes like this in connection with some industrial work are very desirable.

9418. These women almost all, I think, come from London workhouses ?—Yes, nearly all.

9419. Do you think that some arrangement might be made that they should, having once applied for relief, be sent off at once to a Home of this kind ?—Yes, I think that would be very desirable.

9420. And your idea would be that there should be some ancillary arrangement by which Homes of this kind should take the place of the maternity ward ?—Yes.

9421. Are you satisfied that any of these women could leave and get their own livelihood again, or would most of them be under care ?—I do not think any of them would be likely to gain their own living without the same thing happening again; they are just as incapable of being independent as they were before. I do not think they are improved in that way.

9422. How are they improved ?—They are improved in their work and they are improved in their characters. They are a great deal more manageable than they were when they were admitted, but as far as their improvement for standing alone goes, I do not think there is any gain, and I do not think there is likely to be, in such cases.

9423. Do you think they care for their children in a better way ?—They are taught to look after them; most of them when first admitted have very little idea of looking after their children, and some of them are very neglectful and care very little about them.

9424. You have seen these children from birth ?—Yes.

9425. Do the children, if they are well fed and cared for, seem of a better type ?—They improve immensely after they have been in the Home. Several of them when admitted were exceedingly wretched little creatures indeed; one or two we thought would not have lived.

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9426. So that you think they may possibly make a fair start in life ?—I think there is every prospect of it. There is only one case which shows any definite signs at all pointing to feeble-mindedness.

9427. How many infants were there there ?—Eight.

9428. Do you think this Home has thrown light on the question; the numbers are small. Would it be possible if you had to make a recommendation, to say that this system should be adopted generally ?—Throws light on what ?

9429. On the question how it is best to deal with feeble-minded women going into the maternity wards in workhouses ?—I think it has certainly thrown light on that.

9430. You think, there being no other experiment of this sort, it suggests that similar Homes on a different scale should be established elsewhere ?—Yes, and if possible they should be in the country.

9431. So far as keeping up the Home is concerned, have they been able to do anything material towards meeting the expenses ?—I do not think you can call it material. They do meet the expenses a little. They tried at one time a laundry which they did not succeed in making much by, and now they only use it for their own work. Of course, all the work of the house of every kind is done by the girls and the expenses in that way are diminished, and a certain number of the girls have been put into day places and one or two have had places found for them where they have done well; they have been sent to people who will look after them, and under those circumstances they have been able to remain.

9432. None of those are certificated ?—No.

9433. Has there been any difficulty on that account ?—Yes, one or two cases we have not been able to keep because they wanted to leave, but that has been exceptional; nearly all have been quite willing to stay.

9434. Has that surprised you ?—It has, to some extent; but I am not sure that they know they are at liberty to leave.

9435. (*Chairman.*) Is there anything you wish to add ?—No, I do not think I have anything to add.

John Milsom Rhodes, Esq., M.D., called; and Examined.

9436. (*Chairman.*) You have been so kind as to prepare a statement of your evidence; may we put that on our notes ?—Certainly.

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STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY JOHN MILSOM RHODES ESQ., M.D., ALDERMAN OF THE COUNTY PALATINE OF LANCASTER; CHAIRMAN OF THE CHORLTON AND MANCHESTER ASYLUM BOARDS; PAST VICE-CHAIRMAN OF THE LANCASHIRE INEBRIATES ACTS BOARD; CHAIRMAN OF CENTRAL POOR LAW COMMITTEE; MEMBER OF THE DAVID LEWIS MANCHESTER EPILEPTIC COLONY COMMITTEE, &c., &c.

There is no doubt that the question how we can best provide for the large increase in the number of certified insane, and also for those suffering from diseases of the nervous system that unfit them for the ordinary employments, is a pressing one but not a new one. No doubt the figures which we deal with to-day are at first sight very alarming, and are apt to mislead anyone as they misled me more than 20 years ago.

Take the statistics for '94 and '04 :—

Year.	Population.	In Asylums.	In Workhouses.	With Relatives.	Total.
1894	30,104,201	60,457	16,869	5,699	83,025
1904	33,378,338	83,468	17,787	5,516	106,771
	* 3,274,137	* 23,011	* 1,918	183	23,752

The increase in the number of certified insane in Workhouses is slight considering the increase in population, and there is a decrease in the number of cases with relatives, therefore the only classes of insane we have to consider is the cases in the Asylums. Looking at the figures the question at once arises: do the figures give a sound basis of comparison or has there been a change of system in dealing with those who come under the care of the authorities suffering from psychic, or physical disease ?

In making comparisons we must not leave out of account the well known fact that great as was the horror of the workhouse wards, even in our own times the horror of the lunatic asylum, "the mad-house," was infinitely greater. No one at all competent to judge alleges that there has been an increase of physical disease or in the

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number of accidents that form such a large percentage of your voluntary hospital cases, but if you turn to the mortality return of the Registrar General, you find that the deaths in public institutions were as follows :—

Year.	Workhouses	In Hospital	In Aylums.
1894	37,322	21,842	6,332
1902	45,673	33,334	9,573

The percentage of increase in the hospitals and the asylums is not far off from being equal, and yet we know that the ratio of mortality has diminished as regards physical disease. Probably the Commission has heard about the "enormous increase in the number of cases of diseases of the nervous system"; if that is so, the Registrar General's returns fail to show it, as (omitting convulsions) the figures are as follows :—

Years.	Mortality per million.
1876-80	1803
1881-85	1807
1886-90	1779
1891-95	1596
1896-1900	1481

From 1866 to 1885 the mortality from diseases of the nervous system did rise, but since the efforts at sanitation became more serious, the figures have declined, and it is hoped will decline.

A short time ago when I asked for proof of the alleged enormous increase in the number of the insane, I was referred to the Asylums as proof positive. That, of course, is no proof—the admissions to the London Fever Hospitals rose from 18,000, to 25,000 in 1901, a rise of 7,000 cases, but the number of cases that occurred had actually diminished from 56,000 to 35,000, a fall of 21,000 cases. The percentage of cases of scarlet fever treated in hospital had risen from 43 to 79 and of diphtheria from 18 to 75 per cent. The number of the certified insane in the same area had risen from 10,820 to 18,274, but the admissions in 1893 were 3,922, in 1891 3,621. You must remember that a fever case stays in hospital one to three months, a lunatic remains on an average twelve and a half years.

Professor White, the Past-President of the Medico-Psychological Association, in his able address, was of opinion that one cause was the altered type of occurring insanity. "When I look back to the admissions in the County and Borough Asylums thirty years ago, I am forcibly impressed by the fact that there is a vastly increased number of cases of melancholia relatively to mania in new admissions nowadays. Then in the Norfolk Asylums we had plenty of cases of true acute mania, most of which had a definite cause and made good recoveries from two to six months.' Probably the cause here is that the case of mania (our old friend "the furious fool") was sent to the asylum as an absolute necessity, the melancholic (the fatuous fool) was put up with at home. Now there is no such distinction, both are sent to the asylum—in the latter case very often as a matter of convenience and not of necessity.

Dr. Carswell, of Glasgow, has given great attention to this question, and in an excellent paper read before the Medico-Psychological Society, dealt exhaustively with the statistics of lunacy in the Parish of Glasgow, with a population of 599,892. The following are the returns given by Dr. Carswell, showing the number of persons who became insane for the first time at ages 15 to 45 and over 45 : –

Age period.	1901.	1902.	1903.	1904.	Difference between 1901-2.	1902-3.	1903-4.
15–45	232	256	210	246	+ 24	- 46	+ 36
Over 45	120	127	156	109	+ 7	+ 29	–
			Proportion per 10,000				
15–45	8	8·8	7·1	8·2	+ 0·8	- 1·7	+ 1·1
Over 45	12·7	13·3	16	11	+ 0·6	+ 2·7	– 5

A glance at these figures shows that although there has been no increase to alarm anyone, the total number under treatment has risen from 1,775 in 1901 to 1,963 in 1904.

That the rise in the number of cases occurring has been nothing like so great as the table of totals would lead one to infer is proved by the fact that while the ratio of total lunatics to population has risen from 30·90 in 1895 to 34·71 in 1904, the ratio of admission had only risen from 5·87 in 1894 to 6·6 in 1903, and the ratio of first admission shows an actual fall of ·26 per 10,000.

The table showing the percentage of recoveries to the number under treatment is at first sight discouraging, the numbers having fallen from 8·17 to 7·08 during the last ten years, but it must be borne in mind in considering this question that there may have been a change in the standard of insanity that is held to require treatment in an asylum.

I think the following figures prove that there has been a change in the ratio of the various forms of mental disease.

	Percentages of total number admitted. Mania.	Melancholia.	Dementia.
1879–88 -	50·4	24·2	15·3
1899–02 -	41·7	29·5	12·8

The fall in the number of cases of mania is very marked, and it must be borne in mind that those are the cases that in the old days would have been sent to the "mad house," while the cases of melancholia and dementia would have been allowed to wander at large and probably to add to the number of the hereditary unfit.

If we turn to Table XV. of Report of the Lunacy Commission we find that old people are being consigned in greater proportion to the asylum than formerly, as shown by the ratio of admission (per 10,000).

	Under 15.	15–19.	20–24.	25–34.	35–44.	45–54.	55–64.	65 & up'ds.
1884–88 -	·3	2·8	5 8	8·6	10·9	11·1	10·1	9·9
1899-02 -	·2	2·8	6·0	8·6	11·5	12·4	12·1	13·8

I am afraid that this large rise goes to prove that the French Commissioners were right in holding the view that a serious relaxation of the duties connected with family ties was apparent. This increase in the number of the certified insane is not confined to England, it is going on wherever proper provision is made for the insane.

The French authorities believe that—

"L'accroissement continu de la population des asiles a plusieurs origines et elles sont connues, il trent au moivement philanthropique en faveur des aliénés a l'habitude plus grande des populations de reclainer les secours de l'asile a une necessité qui derive de l'extension de l'industrie, et peut-être aussi au relachment des liens de la famille a l'espoir d'une guerison qu'on croyait autrefois impossible ; aux admissions tardives, qui laissant les malades incurable, enfin aux améliorations successive qui out diminue la mortalité a ces causes ils agoutent l'influence de l'admission plus fréquente et de la maintenue dans les asiles de malades reputis inoffensifs, des déments seniles et des idiots." (Rapport Roussel, p. 24).

The English Commissioners express the opinion that the causes are to be found in—

(1) Greater accuracy of registration.

(2) Extended views as to what constitutes insanity requiring confinement.

(3) The retention in Workhouses of a diminished proportion of pauper lunatics.

(4) The four shilling grant.

(5) The increased popularity of Asylums.

(6) The gradually increasing ratio of transfers from the unregistered to the registered class and the consequent reduction in the number of insane persons cared for at home.

(7) The increasing proportion admitted of old and broken down cases.

The greater density of population in the large towns, and the decrease in home industries making it less and less possible to retain at home persons suffering from even the less severe forms of insanity. (Special Report, 1897.)

The Scottish Commissioners in 1897, after expressing the opinion that "there is no reason for believing the increase to be due to an increased tendency to insanity in the community" go on to place among the causes—

(1) The erection of new asylums in localities in which no asylum accommodation previously existed.

(2) The readier means of access to asylums due to increased facilities for travelling.

(3) The gradual dying out among the public of feeling of dislike and suspicion towards asylums, a change which has resulted from an increasing recognition on the part of the community of the humane and enlightened methods of modern treatment.

(4) The greater readiness among the poorer classes to send relatives to asylums as pauper lunatics.

(5) The growing unwillingness of the poorer classes to submit to all that is involved in keeping an insane relative at home.

(6) The greater willingness of the authorities to recognise claims to parochial relief on the ground of insanity.

(7) The stimulus of the grant in aid.

(8) The widening of medical and public opinion as to the degree of mental unsoundness which may be certified to be lunacy.

The Massachusetts State Board states their conclusions to be :—

(1) That the increase of registered insane does not necessarily imply an increase of insanity out of proportion to the growth of the population.

(2) That the rate of increase of occurring insanity is certainly much less than the apparent increase of the insane.

(3) That there is a marked and growing tendency to commit all classes of old people of the feeble minded and criminals.

Increase or no increase in the ratio of the insane, we have to provide for an increased and increasing number of cases, and the present state of the law as regards the 4s. grant is thoroughly unjust, e.g. :—

Union.	Population.	Lunatics in Workhouses.	Lunatics in Asylums.
Blackburn	223,000	161	452
Bolton	257,000	26	769

It is evident that these two Unions are not working on the same system, and that Bolton is receiving a much larger sum from the County Council than Blackburn. In regard to those Unions who are making provision for epileptics—as Birmingham, Chorlton, King's Norton, Liverpool, Manchester, Richmond, Lancaster, are doing or proposing to do in the near future—the case is worse, for they will provide proper accommodation and not one farthing do they recover.

No one who has really studied the question can be satisfied with the present provision for mental cases in workhouses.

Great Unions like Birmingham, Chorlton, Manchester, Nottingham, can, and no doubt do, make very fair provision for this class of cases, but this Commission, I take it, is not reporting as regards only the large Unions, but all the Unions. The state of the law as regards the insane is very different in England from what it is in Scotland ; there "License is not granted for the care of less than sixteen patients in one almshouse, as the Board is convinced that a smaller number cannot be economically and at the same time properly supported in a Poor House, and if permission is desired for the keeping of more than sixteen patients, it is not granted unless the aggregate is a multiple of about that number, when the attendants are increased accordingly or in such proportion as the Board may direct. Whenever the number of lunatics accommodated exceeds sixty, separate buildings detached from those occupied by ordinary paupers must be provided. If the number cared for exceeds one hundred, a resident medical officer must be employed."

Taking up a Report of the Lunacy Commissioners at random, I found that of 286 workhouses visited by them only 99 would have had a license by the number of cases, and from a return from the North-West District, prepared by Mr. Jenner-Fust, that while 10 Boards had one attendant to 16 or less cases, the other Boards numbering 16, varied from 17 to 40 cases. That one attendant can properly look after 40 cases each, I do not believe, and I hope it has since been remedied.

It is not only for the welfare of the insane, but also of the bodily sick poor in our workhouses that I want an alteration in the system in the smaller workhouses. These cases are placed in the sick wards and are a cause of very great trouble to serious cases. I have known a noisy dement in the next bed to a case of acute pneumonia, to whom sleep was an absolute necessity, a *sine qua non* she had small chance of obtaining. In my opinion the treatment of the mentally and physically unfit in the same ward is a mistake, and should be abolished, and proper provision made by the authorities, but when you ask what authorities, the question is difficult to answer. Some years ago I hoped that the power given to the County Councils to make provision for cases suffering from mental diseases might be made to include epilepsy, but no ; the opinion of one of H. M. ex-Judges, and also the Local Government Board, was against me ; it is only when epilepsy has produced insanity that the County Council can expend money ; as you are all aware the County Council has done so at Epsom Of one thing I am certain, and that is that single Unions cannot make adequate provision for the unfortunate epileptic. The great Boards, like Birmingham, Aston and Kings Norton, or Chorlton and Manchester, or Liverpool, West Derby and Toxteth Park, no doubt can and are doing so, but what is wanted is a law that will make the provision fit the case.

In the State of New York, as the result of a strong agitation against the County Asylums, an Act was passed in 1890, a clause of which provides that "after "the erection of the buildings herein provided for, and "the transfer to them of the (insane) at that time under "county care, it is the intent and meaning of this Act, "that no insane person shall be kept under county care "within the counties embraced in this Act, but that all "the insane who are now or may hereafter become a "county charge, shall be transferred to the respective "State Asylums without unnecessary delay." (State Care Act, Ch. 126, Laws of 1890, State of New York.) It may perhaps be as well to point out that the words "State" and "County" do not carry the same meaning there that they do here as regards population, County representing our Union, and State corresponding to our County. This law has been adopted by many other States, and Poor House provision is done away with for the insane. It is only right, however, to point out that Poor House accommodation in the States is in many places far inferior to that provided in England ; in some places, little, if any, better than our old parochial system as distinguished from the present. In Massachusetts they fixed a time limit after which the insane were to be provided for in Asylums, and it has appeared to me that, seeing how very difficult it is to legislate for all counties on exactly the same lines, an Act might be passed prohibiting the use of workhouses for the treatment or care of the insane after 1905, and allow local option to the various authorities either to combine or not, as may be most convenient, the Central Authority retaining all the powers they have at present. This would be, with the alteration of one word, adopting the French law, Art 3. "Chaque département est tenu d'avoir, dans un delai de dix ans, un établissement public destiné a recevoir les aliénés, ou de traiter, a cet effet avec un établissement public d'un autre département. Deux ou plusieurs départements peuvent créer et entretenir a frais communs un asile public d'aliénés. Les règlements interieurs des établissements publics et privés consacrés aux aliénés sont soumis a l'approbation du Ministre de l'Interieur." Rapport sur les aliénés par M. Bournville (Yellow Book).

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There is one thing that experience has taught me and that is the necessity for an alteration in our laws dealing with dipsomaniacs and inebriates ; long before we can get our cases committed they are perfectly hopeless in the majority of cases. The law of Massachusetts has a great deal more common sense about it. By authority of Chapter 339, Acts of 1885, commitments of dipsomaniacs and inebriates of both sexes may be made to State insane hospitals, "according to the provisions of law, so far as applicable, governing the commitment of the insane to such hospital." Under that Act the judge was not compelled to see and examine the person, but under Chapter 226, Acts of 1899, a judge committing a dipsomaniac or an inebriate to the hospital for dipsomaniacs and inebriates *must* grant such person a hearing, unless he waives in writing his right thereto." I made a good many enquiries when I visited Foxborough, Massachusetts, and the law, as far as I could learn, appears to be working very satisfactorily, no cases of alleged improper detention having so far occurred, let alone proved. One case, who had broken his parole, returned of his own accord whilst I was making an inspection of the institution.

In discussing the type of asylum that we now require there is no use discussing the great block asylum, the evils associated with it were gross.

The corridor asylum was no doubt an enormous improvement.

Classification was better, noise less, ventilation better, but there are disadvantages connected with it. I have no doubt that in one large asylum the corridor helped to spread typhoid, and there is no need to say how the wood corridor at Colney Hatch was one of the chief causes of the loss of life. The corridor as a promenade for patients, is, I am afraid, more a fiction than a fact, except at meal times and for chapel, its chief use is for officers and nurses. One powerful argument against it is the enormous cost. One Middlesex Asylum has, according to Dr. Paetz, three miles of corridors, probably not less than £30,000 has been incurred in building. There is another argument against the corridor asylum with its common dining hall, and that is the difficulties that will probably arise if you give a different diet to workers and non-workers.

The Colony Asylum has its weaknesses no doubt ; some object to the want of corridors, but if the fever hospitals and general hospitals in Germany can do without them, why not asylums.

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The difficulty of distributing the food. The distributive kitchens of London and Manchester deliver hot dinners two miles away, and I have had personal experience that the food can be delivered too hot to eat at the most distant point. I do not think much of that so-called difficulty. One objection I heard raised a short time ago by an asylum superintendent was that the attendants would hear the medical officer's steps approaching on the gravel or wood foot walk, and so would be less likely to be detected if ill-using a patient. I was rather struck with that argument, but there is not much in it when you consider it—cruelty has been as common in the Block as in the Colony Asylum.

The advantages of the colony are: better classification, greater quietness among the patients, more freedom, less liability to the spread of epidemic diseases, less liability to fire, less cost for certain classes.

In the Colony Asylum you have:—

1. A hospital for the acute and curable insane.
2. Compact buildings for the chronic insane of the custodial class for the safety of themselves and others.
3. Buildings for that large class, the infirmary class (14 per cent.) for whom you require pavilions, not large ones.
4. The colony class of able-bodied chronic insane.
5. Provision for cases of tuberculosis.

I have heard some people speak as if the colony and the open-door system were synonymous terms. Any one who has visited these institutions knows that you have the closed, the semi-closed, and the open villas (a "cottage" in American asylums phraseology does not mean quite the same as with us, e.g., they are all "cottages" at Ohio, but the numbers in each vary from 10 to 200).

One argument used against the Colony has been that it is only in the experimental stage. Kankakee and Alt-Scherbitz are more than twenty years old (I may mention that the latter was walled round when first established; they have since used the bricks for other purposes). Scotland, Germany Austria, Switzerland, Italy, Sweden, Norway, and Denmark have all adopted the system, and the Green Book containing the Report of the French Commission issued last year sums up the opinion of the members in the words—"the future Asylum is the Colony."

The cost again has been used as an argument against the system, but the figures given in the report of M. Toulouse do not support the view:—

"Closed" cost per bed francs (G).		Colony cost per bed francs (H).	
Merzij -	11,109.	Wuhlgarten -	6,408.
Andernach -	10,233.	Galkhausen -	4,513.
Grafenburg -	8,094.	Zchadrass -	5,640.
Duren -	9,381.	Uchtsprings -	4,368.
Bonn -	11,893.	Duren -	4,560.
		Alt-Scherbitz	3,600.

The London Asylums cost:—

Banstead - -	5,903.
Cane Hill - -	4,078.
Colney Hatch -	6,416.
Hanwell -	7,608.
Claybury - -	5,649.

The cost in the States has certainly not exceeded the Colony figures during the last few years.

If you adopt the Colony system you should bear in mind the advice of Dr. Spratling:—

Don't make two roads where one will do.

Don't put your buildings where you will have to expend a large sum in overcoming natural disadvantages.

Don't put your buildings with the greatest surface exposed to the prevailing winter storms: it increases your coal bill terribly and increases difficulty of heating, and makes them less comfortable for the patients.

Don't put your houses closer than 60 feet apart, on account of the danger of fire, not more than 100 to 150 if you heat from a centre.

What form these houses should take is a matter of opinion. At Springfield, Mass., they are oblong; at Alt-Scherbitz, square; at Rochester, New York, some are in the form of a cross, an excellent system for dormitories for epileptics, as all the cases are near the attendant at the intersection of the arms of the cross (the upper part is used for lavatories, clothes room, etc.).

I now turn to epilepsy, a disease which kills on an average 3,000 people a year, and which after falling from 128 in 1883 to 87 in 1896 to 1,000,000 males, and from 108 to 74 in the case of females, has, since that date, risen to 100 in the former, and 83 in the latter. There is no doubt about the heredity of epilepsy; as Dr. Gowers said, it is one where the traceable influence is always far less than that which exists. "There are neither accidents nor anomalies in the universe but come by law and testify to causality" (Gowers). In his researches at Craig Colony, Dr. Spratling found that 16 per cent of epileptics had an epileptic parent or parents. No doubt alcohol plays a very important part, more so than insanity apparently, the former causing about 14, the latter about 7 per cent. Professor Kovalevsky, of St. Petersburg (M), states that in the Caucasus, where they quench their thirst with wine, as the water is bad, there are very large numbers of epileptics. I was amused to see in the report of the proceedings of this Commission that one witness had suggested a law against the marriage of feeble-minded and epileptics as if it were something new, and I think it was even discussed as to the difficulties of drawing a Bill to carry the idea into effect. There is no difficulty at all; the following is the Act which I found to have existed for ten years in the State of Pennsylvania.

"No insane or feeble-minded person, and no person, who from natural causes as distinguished from accidental causes, shall have been insane in the past, shall be capable of marriage in wedlock, and any clergyman or civil officer who shall knowingly solemnise such marriage, and any person who shall knowingly assist in procuring or abetting the same, including the parties to such marriage, shall be guilty of a misdemeanour, and shall be subject to imprisonment for six months and a fine of 500 dollars, both or either at the discretion of the judge before whom the offence shall be tried. The State of Connecticut has gone further, and in 1895 passed an Act which "prohibits under penalty of three years' imprisonment, the intermarriage, when the woman is under forty-five, of a man and woman either of whom is epileptic, insane, or feeble-minded, or the co-habitation of a man with any female under forty-five (not being his lawful wife) who is thus afflicted." If you want the law there you have it ready made, but I am very much afraid, as are a good many expert alienists, that in all probability the law will remain practically a dead letter; if applied strictly there would be work for the lawyers until doomsday. For the reduction of epilepsy and insanity I have more faith in temperance than I have in laws.

The question, however, I take it, is not how to prevent but how to provide for the existing epileptics. There is no more pitiable class. I have a whole pile of letters somewhere, some from girls, some from men, all in trouble through most occupations being barred to them by their infirmity.

Our present system is not a cheap one. Sooner or later, if they live long enough, they come under State care. Dr. Spratling states in his great work on epilepsy that "the majority of those who die through its effects do so before middle age is reached; in 150 cases the average age at which death occurred was 29-40 years. This, it is not necessary to point out, is a much lower average than that of the insane.

Legal detention for the epileptic and feeble-minded is common in the States, and for the following summary of the laws I am indebted to the courtesy of the State authorities, especially Mr. Holmer Folks, and Dr. Spratling of Craig, and Dr. Clarke of Springfield, Maryland.

The following States have laws dealing with the detention of the class of cases this Royal Commission is considering.

Epileptics

Maryland.—Provision for retention in custody beyond twenty-one years. Board of Visitors to report to State Lunacy Commissioners, latter to have examination made by two physicians; also examination by circuit court of Baltimore county and recommitment.

Massachusetts.—Personal application to be made by epileptic to judge authorised to commit to State hospitals for insane; also notice to overseers of poor of place of settlement with certificate of two physicians; hearing and commitment as in lunacy cases.

Mississippi.—Admission on written request of petitioners under oath and two disinterested persons, together with certificate of two physicians; county court to certify that applicant is proper candidate for admission.

New Jersey.—Admission by order of common pleas judge, with approval of chosen freeholders of settlement and two physicians' certificates. Overseers of poor to

make application to superintendent of village, and superintendent in turn to common pleas judge, to be followed by hearing and commitment.

Ohio.—Commitment by probate judge of county; legal proceedings in commitment.

Texas.—Written application under oath of petitioner, with certificate of physician, to be made to county judge. Legal proceedings in commitment.

New York.—There shall be received, and gratuitiously supported in the Colony, epileptics residing in the State. Such additional number of epileptics, whether of age or under age, as can be conveniently accommodated, shall be received into the Colony by the Managers on such terms as shall be just, and shall be designated as private patients. Epileptic children shall be received into the Colony only upon the written request of the persons, stating the age, etc., and the ability of their respective parents or guardians or others to provide for their support in whole or in portion. The statement in all cases of State patients must be verified by the affidavits of the petitioners and of two disinterested persons, and accompanied by the opinion of a qualified physician, all residents of the same county with the epileptic patient, and acquainted with the facts and circumstances stated, and who must be certified to be credible by the county judge or surrogate of the county, and such judge or surrogate must also certify in each case that such State patient is an eligible and proper candidate for admission to the Colony. State patients, whether of age or under age, may also be received into the Colony upon the official application of a county superintendent of the poor or of the poor authorities in any city. It shall be the duty of the superintendent of the poor in every county, and of the poor authorities of every city, to furnish annually to the State Board of Charities a list of all epileptics in their respective jurisdictions so far as the same can be ascertained, with such particulars as to the condition of each epileptic as shall be described by the said State Board. Whenever an epileptic shall become a charge for his or her maintenance, or any of the towns, cities, or counties of the State, it shall be the duty of all poor authorities of such city, and of the county superintendent of the poor, to place such epileptic in the said Colony. Any parent, guardian, or friend of an epileptic child within this State may make application to the poor authorities of any city, or the Board of Supervision where such child resides, showing by satisfactory affidavit or other proof that the health, morals, comfort or welfare of such child in said Colony. Provided that in all cases not properly coming under Section 13, relating to the support of State patients, the Board of Supervision shall provide for the support of such cases, and may recover the same from the parents and guardians of such children.

Each indigent patient, and each patient who is the child of indigent parents received into the Colony, shall be provided with proper board, lodging, medical treatment, care and tuition, and the Managers shall receive for each of such State patients so provided for the sum necessary for such provision and purpose, not to exceed 250 dollars per annum, the intent of this Act being that the Colony shall be self-supporting as far as possible, which payments (if any) shall be made by the Treasurer of the State. The supervisors of any county from which such State patient may have been received into the Colony shall cause to be raised annually the sum of 30 dollars for the purpose of furnishing suitable clothing for each of such State patients.

FEEBLE-MINDED.

Connecticut. Town select men to make application to probate court; court to decide on admission; court order to be approved by governor.

Delaware.—No institution for feeble-minded. Associate judges of superior court to be trustees of indigent imbecile children of State; to decide on application for admission to Pennsylvania Framing Schools for Feeble-minded Children at Elwyn.

Indiana.—Commitment by circuit court of county proceedings.

Iowa.—Application for feeble-minded women or children to be made by custodian, county supervisor or county attorney.

Kansas.—Board of Trustees of State Charities and Correction to regulate admissions.

Kentucky.—Admission upon inquest of jury as in cases of inquest in lunacy; board of commissioners of institution with consent of superintendent and governors may order persons sent to institution.

Mississippi.—Application for admission to be sent to overseers of the poor, also to probate judge, together with physician's certificate; commitment by judge to trustees of institution.

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Michigan.—County superintendent of poor to send epileptics and imbeciles to Homes.

Minnesota.—Probate judge of county to certify to indigence of applicant; terms of admission regulated by Board of Control of State Institutions.

New Hampshire.—Application to be made to probate judge of county; judge on hearing to commit by an order to trustees, accompanied with certificate of two physicians.

New Jersey.—Application to be accompanied with certificate of two freeholders attested before magistrate; governor to decide on individual applicant. Persons making application for admission to institution to waive right of removals of insane proviso, governor may send feeble-minded women to Home.

Ohio.—Proceedings for legal commitment same as for admission to State hospitals for insane.

Pennsylvania, Western.—Board of trustees with approval of State Board of Charities to regulate admissions; legal commitment for feeble-minded adults same as commitment to State Hospital for insane.

West Virginia.—Applications, accompanied with physician's certificate, to be made to county court; on hearing court to commit to asylum.

Wisconsin.—Admission of feeble-minded, epileptic, and idiot persons: provisions relating to admission to insane hospitals and legal proceedings in commitment to apply for admission of feeble-minded to home.

It will be noticed that in the majority of these commitment laws, the court has to be consulted. That power should be given to non-representative bodies to detain would be a most doubtful proceeding. Only the other day a committee refused to return a child to the sister of a case which the brothers and sister wished to have and to which proceedings the Guardians had given consent.

INSANE.

New Hampshire.—(1) The State, from and after the 1st day of January, 1909, shall have the care, control, and treatment of all insane persons who are now cared for by the various counties at the county almshouses; and no county shall hereafter establish any asylum or other additional structure for the care of the insane, nor, after the said date, maintain any institution for the insane, or be liable for the board, treatment, care, or act of any insane person.

(2) From and after the passage of this Act, the State Board of Lunacy may order the removal of all such dependent insane persons to the State hospital for remedial treatment, as in their judgment seems proper, and such persons shall be supported at the expense of the State from money in the Treasury not otherwise appropriated.

(3) After January 1st, 1905, as rapidly as accommodation can be provided, the State Board of Lunacy shall begin making transfers from the various county almshouses to the State hospitals of such insane persons as in their judgment seems most suitable, and all such patients after their removal to the State hospital shall be maintained therein at the expense of the State. Such transfers shall be made by the State Board of Lunacy *pro rata* to the population of the several counties.

For the epileptic, after a considerable number of visits, I am convinced that the colony is, as for the insane, the best system, and the remarks I made apply here; but wherever you place your colony, you want plenty of land, and land of the right sort; it should not be wet but should have a good water supply; it should not be heavy but if there is clay to make bricks it reduces the cost; if there is a railway close to, so much the more easily are your stores dealt with. Now if you want all these besides others you will not find it very easy to get them, and to do so it will be necessary to take wider views of the question than some have done. Boards of Guardians and County Councils too will have to look at some of these questions as national and not parochial, and I should not be surprised if the whole of the epileptics in two or even three counties could be provided for in one colony; you must remember also that in a large colony you can provide a better system of classification than in

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a small one, and this is a very important matter, for the epileptic are irritable, ungrateful, and often quarrelsome, and also a large colony is better from the point of view of cost, not only in officers' salaries but in other ways, *e.g.* heating, lighting, cooking, washing; you can run a large plant for a large number at a less cost per head than you can a small one. This is well shown in the history of Craig colony. Dr. Spratling (O) in the report for 1900 says, "We have repeatedly said as the number of patients increases at the colony the per capita cost will proportionately decrease."

STATEMENT showing *per capita* cost at the colony for three years last.

Years.	Average number.	Per capita cost. dollars.
1897-1898	251	300·02
1898-1899	355	216·51
1899-1900	502	172·04

This shows that in two years the population exactly doubled, while the *per capita* cost was reduced very nearly one half.

Give us a population of 1,240 or 1,400 colonists and I will guarantee that the *per capita* cost will not exceed 100 dollars per annum; that is, the amount of money drawn from the State Treasury apportioned equally among the daily average number of patients at the colony will not exceed the sum of 100 dollars (£20) per patient in one year."

It may be interesting to give the particulars of the number of patients in the various villas and also the number of nurses and employees.

Number of villas.	Number of Patients in each.	Number of nurses.	Number of employees.
1	8	1	1
2	11	1	—
3	15	1	—
1	16	1	—
1	17	1	—
1	18	1	—
1	21	1	—
1	28	2	1
2	30	1	1
1	31	1	1
1	31	2	1
1	32	1	1
1	35	1	1
1	40	2	1
1	42	1	1
1	55	2	2
1	94	4	1

At the time Mr. Marshall and myself visited the colony several villas were in progress; those like the Villa Flora cost 500 dollars per bed, those on the village green 430 dollars.

I should not speak so strongly in favour of the colony system if only my own opinion was in question, but experts hold the same. The Asylums Board of the County Palatine of Lancaster, at my request, sent Drs. Cassidy and Wiglesworth, our two senior superintendents, to cover the ground I had gone over and issue an independent report, and in their report they say in regard to the various plans of asylum building that "Sides have been taken and much has been advanced pro and con, but no one, we think, has ever argued that patients living in crowds under one roof are likely to be happier than in scattered communities. A partial separation in detached pavilions is a step in the right direction; but a pavilion, if at all a large one, is still a miniature asylum, and brings together too many in close contact to be really home-like. On the whole then we may say that we were very favourably impressed with the villa colony system, and we would definitely recommend the Board to adopt this principle of construction for the projected new asylum," and they are of the same opinion as the eminent epileptic expert, Dr. Spratling (F) of Craig Colony, who says, "From a knowledge acquired through experience in an institution where home life was impossible, and from a knowledge of the home life conditions prevailing at Craig Colony, I have come to believe that the home instinct, the love of home associations, and the desire for pleasant and sympathetic companionship are the last of the natural desires to die in a people who suffer mental enfeeblement or decay through chronic and far-reaching diseases. These people are perpetually longing for home, and it would seem that an enlightened and uplifted civilisation would fully appreciate their wants and necessities and give them, as far as possible that which they so earnestly desire.

PUBLICATIONS RECOMMENDED.

A. Metropolitan Asylums Board Report, Vol. II.
B. Second Annual Report of the State Board of Insanity, Mass., U.S., 1901.
C. Special Report of the Commission in Lunacy on the Alleged Increase of Insanity.
D. Presidential Address of the Medico Psychological Association of Great Britain and Ireland by Ernest W. White, M.B., London, 1903.
E. Rapport du Congrès Internationale de Médicins Mental, Paris, 1900.
F. Transactions of the National Association for the Study of Epilepsy. Brinkworth, Buffalo, 1901.
G. Conseil Général de la Seine Rapport. L'Assistance des Alénés en Angleterre et en Ecosse. 1898.
H. L'Assistance des Aliénés en France, en Allemagne, en Italie, et Suisse, par Dr. Paul Serieux. Paris, 1903.
I. Treatment of Imbeciles and Epileptics in Germany. J. Milson Rhodes and A. McDougall, J.P. Poor Law Officers' Journal. Chorlton, 1897.
J. Asylums on the Continent. Cassidy and Wiglesworth. Report to the Lancashire Asylums Board. W. F. Jackson, Salford, 1900.
K. The States and the Care of its Insane. W. W. Godding, M.D., Washington, D.C., U.S.
L. Ethics of Pauperism and Crime. Gorton, 1902.
M. The State of Epileptics in Russia. Kovalevsky.
N. Epilepsy and its Treatment. W. Spratling, W. B. Saunders and Co., London, 1904.
O. Seventh Annual Report of the Board of Managers of Craig Colony, 1900.
P. 13th Report of the State Board of Lunacy and Charity, Mass., U.S.

REPORT TO THE LANCASHIRE ASYLUMS BOARD ON THE DISADVANTAGES OF CHRONIC ASYLUMS.

The Disadvantages of a Chronic Asylum and the Difficulties to contend with.

PATIENTS.

The patients frequently on admission complain bitterly about being sent to Winwick, which they say they have been told is for patients who never recover, and where there is no chance of discharge; the immediate consequence being that the patients feel no incentive to work or to exercise self-control over their behaviour. Moreover, the accumulation of such a large class of patients, of whom very few are capable of improvement, has a pernicious effect in that excitement increases excitement, and the recoverable patients being so very few, there is no brightening influence; the recovery of the few patients that has taken place since the opening of the asylum has had a marked effect in brightening and encouraging the patients in the wards from which these were discharged. It seems irrational, and I am sure it is unscientific, to accumulate together in one building a large number of patients who are suffering from disease, and to stamp upon them the stigma of being hopelessly insane. At the present time when the efforts of medical science are to minimise or to do away with the impression that any disease is incurable—*e.g.*, phthisis, cancer—it seems unfortunate that for a disease such as insanity an exactly opposite impression should be conveyed.

STAFF.

The deleterious effects upon the staff are manifold The surroundings and the nature of asylum work are at all times depressing, and even more so when nearly all the patients belong to a degraded and incurable class. From the experience I have had, I can testify that for the attendants and nurses the strain is much more severe than it is in the asylums of the ordinary type. The recovery of patients has naturally a stimulating effect upon the staff and "heartens" them so to speak. Again, the attendants and nurses cannot possibly be trained to all the different phases of insanity seeing that they do not see the patients immediately after they have fallen ill with the particular mental disease; this applies also to the head attendants, head nurses, and particularly to the medical staff for their experience in insanity only begins when the patient has been sent to Winwick as an incurable case.

The younger members of the medical staff have assured me that to gain a thorough knowledge of insanity is impossible here on account of the fact that they only see the disease in its later and incurable condition.

Again, ever since the opening of the asylum, there has been constant grumbling amongst the staff, because, on account of the scarcity of working patients, they have been obliged to do the ordinary menial work themselves, and they frequently state that it is not fair upon them to be made responsible for carrying out their proper work of attendance upon the patients and at the same time be compelled to do menial work. Attendants and nurses who have come from other asylums have not remained because they have had to do menial work which, in the asylums they have formerly been in, has been done by the working patients. Many of our best attendants have left on this account, and I am afraid it would be difficult ever to retain a good staff of attendants, as naturally when they have served about twelve months here, they endeavour to obtain a post in other asylums, where the work is less menial and more interesting.

The Scarcity of Working Patients.

As has been stated, the percentage of working patients are males 32·91 and females 18·03.

The scarcity is most felt in the wards because most of the available working patients are sent to the administrative departments, such as the Laundry, Kitchen, Sewing-Room, and Farm, and of course this scarcity in the wards leads to the necessity, as mentioned above, of the attendants doing the menial work themselves. Even, however, the administrative departments have too few working patients, and the consequence is that already a considerable amount of money has been spent on special plant, for instance in the laundry, and much money could have been saved in laying out grounds, airing courts, etc., had we had the ordinary class of working patients here. In the gardens at the present time, we are paying labourers to do work which in the other asylums is done by trustworthy patients.

The Question of Economy.

Up to the present time, the minimum maintenance rate has been 9/- for a daily average number resident of 1899.

As compared with the other Lancashire Asylums, the maintenance rates for the 12 months ending the 31st March, 1904, were as follows:—

Winwick	9/0¾	daily	average	number	resident,	1737
Lancaster	10/3⅞	„	„	„	„	1858
Prestwich	9/1¾	„	„	„	„	2668
Whittingham	9/1⅝	„	„	„	„	2080
Rainhill	9/3½	„	„	„	„	1886

I have gone carefully into this matter and do not see that any marked difference in the maintenance rate can be expected at Winwick as compared with the other asylums. In fact, the marked destruction of clothing that goes on by the patients in this asylum, and the difficulty experienced in making clothing owing to the absence of a staff of sewing-room patients, tailor patients, shoemaking patients etc., thereby necessitating a large yearly expenditure in clothing may make up for the favourable advantage in economical working that is obtained by this asylum consisting only of one main building instead of, as at the other asylums, two or three detached buildings. This centralisation of the administrative departments at Winwick is the only other factor under which any economy can be expected. It is absolutely necessary to keep the staff well up to the standard in the other Asylums, viz:—a proportion of one to every ten patients.

The Statement of the Commissioners that the Asylum ought to be carried on at a maintenance rate of 2/- per head less is absurd on the face of it unless the patients admitted are of a nature to require little supervision, who are not destructive or degraded in habits, and who would be practically self-supporting.

Instances where Expenditure is Heavier at Winwick than at the other Asylums.

	Laundry.			No. of inmates.
Winwick	Weekly washing	43,000	articles	2208
Prestwich	„ „	57,142	„	3030
Whittingham	„ „	23,000	„	2385
Rainhill	„ „	26,000	„	2200

Sewing Room. In this department good working patients are so few that only mending can be done, very few articles of clothing being made. A large number of articles such as men's trousers and underclothing, and women's dresses, have to be purchased ready made, which in other asylums are made by patients. These articles consequently cost from 6d. to 3/- more than if they were made here.

Kitchen. The staff of kitchenmaids and housemaids is large and it is extremely difficult to carry out the ordinary work of cleanliness in this department.

Garden Department. Without patients who can be employed in this department of a trustworthy nature a large outdoor staff of labourers will have to be employed.

Workshops' Department. The absence of patients to help the artizans does not affect the maintenance rate, but of course the building and repairs fund suffers from the fact that this department is altogether lacking in useful workers.

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Extracts and Opinions.

Superintendents of other Chronic Asylums

The superintendents of the asylums under the Metropolitan Asylums' Board, which admit patients who are chronic, have written to me expressing their opinion. For instance, the superintendent at Leavesden says "There is no doubt that asylums for chronic insane and imbeciles have not been, and cannot, be so cheap in the working as was anticipated. On the one hand we have large numbers of sick, feeble, and old, and many of the wards necessarily become sick wards. On the other hand among those who may be described as neither dangerous to themselves or others are a number of chronics who are very destructive, excited, or having habits which necessitate a proportionately large staff. In my opinion this latter class ought to be kept in an Acute Asylum. There is a tendency for Acute Asylums to keep the best chronic patients who happen to be workers, for obvious reasons. Of course we as officials would be glad to get some acute curable cases, as it would put 'heart' into all of us." Again the Superintendent of the Caterham Asylum under the same Board tells me "of late years the character of our admissions has entirely changed, a large proportion now being transfers from County Asylums, who though certified as harmless to themselves and others are frequently very troublesome and difficult to manage under existing conditions, and from time to time it has been found necessary to increase the staff." Again, the former Superintendent of the Darenth Asylum under the same Board, says "Whilst I was at Darenth, I certainly found that the utter hopelessness of the work did act unfavourably on the staff and not infrequently nurses and attendants have told me that they have felt their labour and trouble was in vain. Now and again we used to get a recoverable case, and I always found the staff much stimulated thereby. The question of workers was becoming very acute at Darenth when I left, and unless a better class of patients are received, I think it is very probable that paid 'scrubbers' will have to be employed." The Superintendent of the Rubery Hill Asylum, near Birmingham, which admits chronic cases from the neighbouring Acute Asylums states that "I am strongly of opinion that these so-called Chronic Asylums are a great mistake," and he tells me that the patients were influenced for the worst whenever they were transferred to his asylum.

As regards the Metropolitan Asylum at Leavesden it would almost appear as if the Commissioners recognised the disadvantages of Chronic Asylums, for they state in their Report of 1900, "It is obvious that the service is not attractive, for the large proportion of 41 per cent. of attendants and nurses of all classes have not yet served a year, and only 19 per cent. count 5 years service and upwards."

The superintendents of the other Lancashire asylums agree, I understand, that the system of a Chronic Asylum is a mistake, and Dr. Cassidy, in his report to his Committee for 1903, states that "I sincerely trust that when the Board is considering the question of building a sixth Lancashire asylum, it will decide upon a mixed institution, self-dependent in every way, particularly as regards workers, and with hope written large over its portals in virtue of a fair complement of curable cases inspiring hope in all."

Testimony by the Commissioners as to the Class of Patients sent to Winwick, and to the pernicious effect upon the Staff.

At their annual visit to Winwick, the Commissioners stated in their report on the 12th February, 1903, "Only 13·9 per cent of the males, and 25 per cent of the women are usefully employed, more than half of the former only doing light ward work. It is quite clear that only a small proportion of patients are transferred from the other asylums; and we would reiterate the observations on this topic by the Commissioners who last visited here. The inconveniences of an insufficient proportion of working patients tell upon the cost of

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maintenance, and upon the continuance of the services of the staff who are called upon to perform menial duties, such as scrubbing the floors, corridors, etc."

And in their report of the 12th May, 1904, they say, "The patients are not generally of the class which might have been expected in a Chronic Asylum, many being excited, noisy, aggressive, and dangerous."

REMEDY.

The only remedy, in my opinion, is to admit patients direct, as is done in the other Lancashire asylums. The main building was not designed for the reception of acute and recent cases, but even now we are dealing with patients who are in every respect as dangerous and refractory as many in the other asylums, and the chief administrative difficulties, viz., the want of single rooms and the want of accommodation for attendants and nurses, have already been met by, in the one case, an increased night staff, and in the other by the adaptation of a villa and various store-rooms for nurses, and the engagement of a large number of married attendants. Personally, I see no difficulty in admitting recent and acute patients at once into the main building.

My recommendation is that the Commissioners be informed of the serious disadvantages and difficulties of the chronic asylum, and, if the proposed remedy is adopted, that the Winwick Committee have decided in future to admit acute and recent cases in the ordinary way.

I cannot see how the Commissioners can place any obstacles in the way of this remedy: all they can do is to throw the responsibility upon the Committee, as in the case last year, of admitting female patients into adapted male wards.

NORTH WESTERN POOR LAW CONFERENCE DISTRICT.

Combination and Classification of Workhouses.

EXTRACTS from the REPORT of the SUB-COMMITTEE appointed to consider the question of making provision, apart from the Workhouse, for the maintenance and care of Imbeciles, Epileptics, and Feeble-minded.

The Sub-Committee having taken the above question into consideration have agreed to the following report:—

1. That in our opinion it is desirable that in any scheme which may be adopted for the maintenance, apart from the Workhouse, of harmless chronic lunatics, imbeciles, sane epileptics, and feeble-minded persons, chargeable to the rates in the County of Lancaster, the provision for harmless chronic lunatics and imbeciles should be made by the Lancashire Asylums Board; that for that purpose the Board should arrange for the erection of buildings of a plain and inexpensive character, to be used as asylums for the reception of harmless chronic lunatics and imbeciles.

2. That as regards sane epileptics and the feeble-minded, we are of opinion that the Guardians of the several Unions in the County should provide the accommodation required for such cases, apart from the Workhouse, and we think this might be accomplished by groups of Unions combining, under the provisions of Section 8 of the Poor Law Act, 1879, to erect Joint Asylums, as has already been arranged between the Unions of Chorlton and Manchester, whilst Unions not in a combination might contract with the Committee of one of the Joint Asylums to take their cases.

3. We are also of opinion that it is desirable that similar steps should be taken with the view to provide accommodation for the sane epileptics and the feeble-minded in the Cheshire Unions, and that the Cheshire County Council should be approached on the question of providing separate asylum accommodation for chronic lunatics and imbeciles.

4. By these means all cases of the classes herein referred to could be removed from the Workhouse, and the existing County Asylums would be relieved of a large number of cases not requiring costly asylum treatment.

5. We desire to add that the foregoing scheme could be brought into operation without the necessity arising for fresh legislation.

9437. (*Mr. Byrne.*) May I take you to the last paragraphs of your memorandum in which you set out extracts from the report of the sub-Committee of the North-Western Poor Law Conference? What is the date of that; has that reference to our preceedings?—No, it is before your proceedings; the date is November 10th, 1903.

9438. Take No. 2, that as regards sane epileptics and the feeble-minded, they are of opinion that steps already taken by the Unions of Chorlton and Manchester ought to be taken by other Unions. Then in No. 5 you say: "The foregoing scheme could be brought into operation without the necessity arising for fresh legislation." That is obviously true about sane epileptics, but does it apply to the feeble-minded?—The feeble-minded were not in question. We were discussing the question of the imbeciles and sane epileptics. At the present time (I do not know whether everybody knows it) epilepsy is not a mental disease according to law. I have the opinion of one of H.M. ex-Judges and the Local Government Board also, and both agree with that.

9439. That is, there is no certificate applicable to an epileptic; he is either sane or insane in the eye of the law?—The county council cannot spend money on sane epileptics at the present time.

9440. But if they are paupers, Poor Law guardians can, or any combination of them?—Yes.

9441. That is what you are doing at Langho?—Yes.

9442. Will you tell us what classes you are going to provide for at Langho?—At the present time we are only providing for pauper sane epileptics.

9443. How numerous would they be?—We shall have 250 to start with. We are making arrangements with about twenty other Unions in Lancashire to take theirs in as lodgers.

9444. Is Langho going to be a closed building, or a colony with land round it?—A colony. I have here a view of the hospital which will provide for the whole of the colony, and I have another view of the villas. [*Handing same.*] All the six villas we are building at present are the same. I have here some ground plans of the colony as it exists at the present time. (*The plan was handed in, vide Appendix papers, p. 711a post*).

9445. Will they be selected as being the workers, or will they include the insane, the feeble, and the cripple?—We shall chiefly take those that are capable of working.

9446. That is the object of the institution?—Yes.

9447. Was that object before your mind when the scheme was started?—Yes.

9448. For the purpose of having it done as economically as possible?—Yes.

9449. Have you had any estimates laid before you of the probable result of this experiment in the way of cost? Do you anticipate having a very low rate of maintenance?—No, I do not think you will have a very low rate of maintenance, at first, at any rate; but, if you refer to the Craig Colony experiment in the State of New York, you will find as the numbers increase the cost goes down very largely.

9450. When your institution at Laugho is full, or even when it is extended to its possible limits, do you anticipate a low rate of maintenance?—I think they will do a great deal towards maintaining themselves, with regard to vegetables and that kind of thing; they do at Ohio. That will reduce the cost of maintenance.

9451. Practically, it will be for paupers whom the Poor Law authorities are already bound to deal with?—Yes.

9452. I suppose there are a great many epileptics, who must be a nuisance, in families that are poor but not paupers?—Yes.

9453. Is there a want of accommodation for such?—It is the most pressing need of the age; no class is less provided for than the sane epileptic.

9454. Does that lead to distressing results in practice?—Yes, to the poverty of the individual, and in a great many cases it leads to something worse among girls. The girl cannot get employment as a cook, house-maid, or nurse; she cannot be employed in weaving or spinning; almost everything is barred to her.

9455. In great centres of population are there considerable numbers of these?—Yes, I should say you have at least 1·5 per thousand of the population sane epileptics.

9456. Does that include all degrees of epilepsy?—All real epilepsy. I am not using the term epilepsy as regards *petit mal*, and that kind of thing.

9457. In your opinion legislation is necessary to enable epileptics to be dealt with?—Yes.

9458. Do you think this should be done by the Poor

Law authorities being compelled to provide for epileptics or by some other authority?—I think the proper plan would be to say to all the workhouses in England, "thou shalt not have epileptics after a certain date," and leave the authority to draw out a scheme on which they should be combined. In Lancashire you have plenty of population for combination schemes such as we have carried out, but supposing you come down to Dorset, Wiltshire, and some of the thinly populated counties, you require several counties to combine to form a proper colony.

9459. Would that be brought about by arrangement or agreement among the local authorities, or should there be some central authority to hold local enquiries and decide?—You must have a central authority to decide.

9460. What are you doing at the present moment with regard to Cheshire?—We have not arranged yet with Cheshire; they are considering at the present time.

9461. Considering whether they should do it themselves?—Yes; but we hold the doctrine in Lancashire that suffering has no parish, and if we can help them we will.

9462. For a respectable remuneration?—That goes without saying; our own ratepayers must not suffer but if you can help and benefit your ratepayers you must do it. Take our present colony; by taking in these outlying Unions we shall benefit the ratepayers, because it will diminish the cost of the medical superintendent, engineer, porter, etc.

9463. There is a colony projected for the West Riding?—Yes, and Birmingham, Aston, and King's Norton are doing the same thing, and Richmond and Croydon are doing the same thing.

9464. Five or six localities?—Yes.

9465. That shows local authorities are alive to the matter now?—They are.

9466. Do you think it may be safely left to their energies, or do you think it requires a stimulus and guidance from the Government which this Commission should recommend?—I think it requires stimulus in some parts, decidedly.

9467. Would you make it the duty of every district to provide for its epileptics?—To take steps that its epileptics shall be provided for.

9468. I do not mean to provide for them by an institution of its own. How far would you extend that to non-pauper epileptics?—I think it would be much better if the State provided for all this class of cases in the same sort of way as it is done in Germany with the first, second, and third class.

9469. No doubt there are sane epileptics who are living at home in, I will not say rich, but moderately well-off families, who are a nuisance and a burden on that family?—Decidedly.

9470. But do you think they call for the intervention of the State?—I think the State should provide for them; the number will not be very large.

9471. Would you consider that if the State did so, an economy would be effected really, and the burden on the community would be less than it is now?—Yes, I believe it would.

9472. If I may go back to my first point, the resolutions of this north-western conference said that to deal with the foregoing scheme would not require legislation. As regards the feeble-minded, it would require legislation?—Yes; for the establishment of colonies by County Councils.

9473. Have you considered what form the legislation should assume to deal with the class of feeble-minded whom you refer to in your Memorandum? Will you take them from their youth first, take them from the time when they are leaving the defective schools? I was not referring to that at the time. We were dealing with feeble-minded adults. Feeble-minded children do not come to the Guardians first; it is when the friends die off that the feeble-minded come under the care of the Guardians.

9474. You have heard the evidence, and are familiar with the facts relating to the defective schools?—Yes.

9475. May we take it you recommend steps should be taken to deal with them on their leaving school?—On their leaving the school, decidedly.

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9476. As regards those of whom you have not immediate knowledge, those who are out in the world already, into what classes should the State inquire? Should it wait until they come into its hands by getting into a lunatic asylum or prison or inebriates' reformatory and then deal with them, or should there be some such provision as in the Lunacy Acts enabling the relieving officer to bring them up?—I think I should give that power to bring them up; I should be rather inclined to. It is a very doubtful point, but it seems to me there is a considerable number of these feeble-minded that are not safe to be at large, but I would give the relatives very strong power over their friends. I will give a case that occurred some time ago; a boy was sent to a small school for the feeble-minded; he was an orphan, but he had brothers and sisters. The brothers and sisters wanted him to go home for a month, and the people of the feeble-minded school refused to allow him to go home for a month. That is interfering with the rights that relatives have with regard to each other. I certainly would not give that power to voluntary institutions. I would only give it to the State institutions.

9477. Will you explain on what grounds; because it would be more likely to be misused by voluntary people?—You find some of these voluntary Institutions are very small, and the people who manage them have very small ideas. They do not take wide enough views. A man that has to work on county councils takes wider views. These voluntary institutions are like the little Bethel of the strict dissenters.

9478. He does not take more moderate views of his own power and authority, does he?—I think he does. He has a large constituency, to which he is responsible.

9479. That would tend to make him sterner in asserting the rights of institutions as against the liberty of the subject?—No; he has to think about what people think outside. Members of Parliament think of what people think outside, and it is the same with members of the county council.

9480. We may take it you do not think private philanthropy will, or ought to have, any very great scope?—No, I do not think so. I would sooner trust the State.

9481. You would make it a duty on the locality?—Yes.

9482. And you would expect that duty to be best carried out by official effort?—Yes.

9483. I have read with great interest your remarks about the classification in institutions. It is clear from them that that is, both from the point of view of economy and the right treatment of these people, a most important matter?—Yes.

9484. It would be very difficult to carry out adequate classification in an institution for the feeble-minded on a small scale and belonging to a number of small authorities?—You cannot do it properly.

9485. What does that point to?—To Government intervention.

9486. And local inquiry?—Yes; I do not mean to say the Local Government Board should provide them.

9487. No; the local authority should provide them, but the Government should intervene in order to say, "There is no provision, say, in Dorset, Devon, or Cornwall for these people; we are going to hold a local inquiry into the circumstances and to advise you what is the best way of dealing with the matter?—Yes.

9488. Government will be required to interfere in that way?—It may be possible in some cases.

9489. (*Mr. Hobhouse.*) With regard to this authority that you propose to give to the county councils, you are familiar with the relation of the lunatics committee to the county council?—Yes.

9490. They are practically a semi-independent body?—In some places they are. In the Lunatic Asylums Board in Lancashire we do not even submit our minutes to the county council at all.

9491. Is that by law or practice?—By law.

9492. You will agree in most cases they are a semi-independent body?—Yes.

9493. Would you recommend that the local authority which you propose to set up in the counties should

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continue of this same independent character ?—I do not think you could manage the work on those lines; some of the counties could not do it by themselves, they would have to combine.

9494. What conclusion would that lead you to ?—You may have something on the principle of the Lancashire Asylums Board which is composed of a certain number of members of the county council, and a certain number from each borough; the whole of them constitute the asylums board.

9495. Although the composition of the authority would be members of county councils, yet they would be a separate corporate body ?—Yes.

9496. That, you think, would work better than having a body which would report to the various county councils? —I am afraid that you would have a lot of friction with the boroughs if you gave it all over to the county council and gave them the power over the boroughs. You would raise strong objection on the part of the boroughs too, that they were not represented.

9497. You have given us some figures about the cost and so forth, and you have given us very interesting details about construction. Have you formed any idea as to the amount of space required for one of these homes or colonies ?—Roughly speaking I should say, ten to an acre. Are you speaking of children or adults ?

9498. Adults ?—Ten to an acre.

9499. Would that be only referable to institutions dealing with special classes such as the one with which you are connected ?—Altogether, I think; you should not have more than ten to an acre.

9500. Whether they are very well competent to work or only a little competent ?—Of course if you put up a chronic asylum, where those that were unable to work were placed then you miight put more than that, but I do not believe in chronic asylums at all.

9501. What are you going to do with the remnant ?—I would adopt the colony system as we are proposing to do in Lancashire.

9502. What is the asylum with which you are connected ?—Langho we are putting up now.

9503. In Langho I understand you have nothing but specially selected cases ?—We are putting up another at Langho; a lunatic asylum belonging to the County Asylums Board.

9504. Let us leave the question of lunatics alone. Do I understand that at Langho you have specially selected cases or cases of a better class of feeble-minded ? —No, the better class of epileptics.

9505. You do not deal with the ordinary feeble-minded at all ?—We do not deal with those at all.

9506. In the case of the feeble-minded, would ten to an acre be sufficient, or would that be overcrowded ?—Ten to an acre would do.

9507. And the same class of buildings would be required as you are putting up at Langho ?—Simple buildings; there is no need for those very complicated buildings. This is too simple, I think. (*Handing picture*). This is a building that works all right. It is in Maryland.

9508. What could you put this building up at, per head ?—That could be put up for £40 per head or £50 but that would not satisfy me.

9509. What would it cost to put up a building which would satisfy you ?—I think this one that we are putting up at Langho, of which you have seen the views, has cost at the present time £255 per bed, but you must remember that the power house, the hospital, the kitchens, the superintendent's house, and workshops are all put up for 1,200.

9510. What does that make per bed, including everything ?—If we built for 1,200 it would work out to about £162 a bed.

9511. I think you told me it cost £250 a bed ?—We have built only for 250 now, and we built the power house, an administrative block, chimney stack and water tower; they are a very heavy item.

9512. Practically what you mean is you have administrative blocks for 1,200 people ?—Yes.

9513. When you have put up the balance of 500 beds the total outlay will be £160 per bed ?—£162.

9514. Does that include sinking fund ?—That would be the cost of the building.

9515. Would that include sinking fund; repayment of money borrowed ?—That is the cost of putting it up.

9516. And the site ?—Not the site.

9517. Let us get at that ?—Here is the King's Seat, Aberdeen. It is built on the Alt Scherbitz system.

9518. (*Mr. Byrne.*) Is that the Aberdeen place ?—Yes.

9519. (*Mr. Hobhouse.*) What is the total cost for construction, repayment, and site ?—The total construction is £63,950.

9520. What does that work out at ?—£255 per bed.

9521. What is the cost of the site ?—£20,000.

9522. What does that work out at ?—You must remember in buying this site we had the intention of building an institution for imbeciles on it as well. It would work out at about £80 per bed for additional buildings. It would be absurd to divide the total cost for the land among those 250 when you are going to build it for over 1,000.

9523. Your contract is £63,000 and you add to that £20,000 for site. Is there any other charge which ought to be included ?—No.

9524. What is going to be your contract for the 500 beds which you have not yet put up ?—The total estimated cost is £217,108.

9525. To which must be added the £20,000, so that is £237,000 divided by 750 ?—Yes.

9526. It is about £310 per bed ?—If you add the site to it, but you are forgetting that the site will be used for agricultural land and will be remunerative.

9527. But the total cost of providing accommodation for 750 people will be £310 per bed ?—I think you are making a mistake. We have got that land, but only a small portion is covered, the rest is let off for farming land.

9528. What do you get for it ?—A considerable sum.

9529. Cannot you tell us ?—No.

9530. To wipe £20,000 out of the cost of erection is a very important item ?—I do not propose to do that; I say that when we are only occupying about thirty acres of land at present, and the rest is let off, it is not fair to take the whole of that land in the cost per bed.

9531. How much land ?—Two hundred acres, and we are not using more than thirty for buildings at the present time.

9532. You have 170 for agricultural purposes ?—Yes, or for building another institution on

9533. I may take it £1 per week would represent the value of the land ?—Rather more than that.

9534. Say 30s. Then you would reduce the cost by about £250 a year. That will capitalise at something like £7,000. So that the cost of the site is £13,000 ?—Yes, to start with, but we are looking forward; we are not only dealing with the present time. As soon as we have completed our arrangements with other Unions we shall have to provide more accommodation.

9535. All I am trying to find out is what you are spending on Langho, upon accommodating 750 patients ?—I do not want it to go out that we are spending this sum per bed.

9536. I will leave it at that.—May I direct your attention to this King's Seat Asylum ? The price per bed, the total cost of the scheme, including land, buildings and furnishing, is £253 16s. 1d.

9537. Does not yours include furnishing ?—No.

9538. How much do you estimate for that ?—£10 per head would be the outside.

9539. That would bring it up to £320 per bed ?—Yes, reckoning your way. I deny your way is the right way of looking at it altogether.

9540. I happen to be a ratepayer, and if I find myself saddled with £320 per bed I shall have something to say about the cost ?—So am I a ratepayer. If you do not

provide for these cases they very often go wrong. There are a great many criminals in asylums that would not be there if they were dealt with at once.

9541. I am only trying to get what you, in Langho, have actually spent, and, so far as I can understand, you will have spent when you have got your 750 beds, £244,000 in accommodating 750 patients ?—Yes, but it will hold more than that, the land will hold 2,000.

9542. Then you will have to put up fresh buildings ?—Yes, but the cost of the new buildings will not be more than £80 per bed.

9543. That is hypothetical ?—I have seen it done. I can show you pavilions for cases that would do.

9544. Have you any actual knowledge of the King's Seat Asylum ?—No, I have not been up there, but it is built on the Alt Scherbitz plan a good deal.

9545. (*Mr. Greene.*) Can you offer any suggestion to the Commissioners as to how they can ascertain the number of feeble-minded persons that ought to be provided for in England ?—I cannot. I do not think that it is as much as some people think it is. I went round the last time after the 1891 census, and I came to the conclusion that among children about one-third were returned as feeble-minded of those that were really feeble-minded. At the last census, I believe, a great many more were returned under the proper heading. But if you take the adult feeble-minded, they are returned as feeble-minded in the census, and if you take the returns you will find that the number is not very large. If you take the ages of the feeble-minded, twenty-five, thirty, thirty-five, and then compare it with the number of adults at that age you will find it is not very large.

9546. The census figures have been discredited here, even by the census authorities ?—I said that one-third of the children only were put in the census returns (1891).

9547. Supposing you had to set about, yourself, to establish places for the treatment of feeble-minded people in England, how would you set to work to find out how many you would provide for ?—I should take the returns of the Unions first, find how many are in the Unions, then I should get the School Board returns, and find how many there were there.

9548. The Union would only show the number treated in the workhouse ?—Or out-door paupers.

9549. But would that reveal all that there were which did not come within the ambit of the Poor Law ?—No, it would not reveal all, because you have all the private class.

9550. What would be the next step ?—I think you would have got the vast majority in the Poor Law and the School Boards—of the children.

9551. Then of the adults ?—I think you will get the adults pretty soon when you begin to establish the institutions.

9552. But this Commission has been asked to report as to what measures should be taken for taking care of the feeble-minded and with due regard to economy; that indicates that we must form some notion of the number that has to be provided for ?—I should think it is not more than the number of epileptics that you would have to provide for.

9553. What is the number of epileptics ?—Two per thousand of the population. Some people say in Europe rather less.

9554. Is there any way, excepting from the Poor Law and the Education Authorities, in getting at the numbers which will have to be provided for in the different counties of England ?—No.

9555. If you were asked to do it yourself what steps would you take ?—It would be a very difficult thing. A lot of people would not like the questions being sent to their houses.

9556. At page 550 (col. 2), you make this remark: "The question, however, I take it, is not how to prevent, but how to provide for, the existing epileptics." We may take it we might also use the word "feeble-minded." —Yes, you may if you like.

9557. Why is it the question not how to prevent but how to provide for ? Is there any means of preventing feeble-mindedness ?—I think if you stop the drinking and stop the inter-marriage of the feeble-minded you can prevent it.

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9558. But apart from inter-marriage, is there any reason to suppose that immorality exists among feeble-minded people which leads to reproduction ?—There is.

9559. Is there any suggestion you have to make for suppressing that ?—You ought to provide colonies for them.

9560. For women ?—For women. I am sure it would be well to provide colonies for feeble-minded and epileptic men too. I believe it would. They cannot find employment, and add to the vagrant class,

9561. You say you have a pile of letters from girls and men all in trouble through most occupations being barred by their infirmity ?—Here is one girl of eighteen who, when in bad health, is most excitable and unmanageable, (and they are so then and at other times) so that her parents cannot keep her at home. She is a strong girl and can work well, but there is no doubt the fits have impaired her intellect. There are plenty of the same sort of cases.

9562. Have you any suggestion to make for in any way preventing that except the two ways you have mentioned, stopping drink and stopping inter-marriage ?—Yes, provide colonies. I think we know very little about epilepsy now and require to study the disease.

9563. Put them out altogether. Take the ordinary feeble-minded ?—The colony system is the best system for them also.

9564. For all feeble-minded people ?—Yes.

9565. To be taken from school ?—Yes, to provide for them after they have been at school.

9566. You would keep them there for life ?—That is the proper thing to do; it is a very sad thing to say, but that is the only thing you can do with some of them.

9567. (*Dr. Donkin.*) Most of your official experience has been with epilepsy ?—A good deal with lunatics. Feeble-mindedness I have not touched much. I am only on one Association.

9568. In your answers to Mr. Byrne you said that you took the figures as 1·5 per thousand of the population of real epileptics ?—Yes.

9569. Will you tell me what you mean by real epileptics? —Those that have frequent fits. I should not call a man an epileptic unless he had had a fit within two months or so.

9570. That is a fit with convulsions ?—Yes. I am not speaking of *petit mal.*

9571. You said you excluded *petit mal* and that kind of thing ?—Yes, if you put it at 1·5 you exclude that altogether.

9572. If you excluded *petit mal,* would you agree that you would be leaving out a very dangerous class of epilepsy ?—But we are only estimating the number now.

9573. But you would agree that in taking this definition which you give of real epilepsy, epilepsy with convulsion fits to the number of about five or six in the year, you exclude a large number, or at least a considerable number, of epileptics, among whom are some of the persons most dangerous to the community ?—There is no doubt about that.

9574. Then among the real epileptics, according to your own definition, about what proportion out of this 1·5 per thousand who are convulsive epileptics would you call sane epileptics ?—I should think not more than 50 per cent.—not 50 per cent. quite—they gradually get into the workhouses.

9575. You would not be prepared to state from your experience that there are half of them sane ?—It is difficult to get at. Take our imbecile wards at the present time; we have 207 insane in them, and ninety-five sane.

9576. You would be prepared to say quite deliberately that one-third are sane people; people who with the exception of having these fits are in every other way sane ?—I should refuse the certificate.

9577. That is all you mean—they are not insane ?—Not insane.

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9578. There are about one-third of these epileptics whom you could not certify as insane, and two-thirds whom you would?—Yes.

9579. That comes to a very small proportion of sane epileptics. I thought you said one of the most crying needs of the age was more provision for sane epileptics?—It is because they can go nowhere at the present time.

9580. You think that a more crying need than the prevention of the much larger class of feeble-minded, whether epileptics or not?—I think the epileptics are quite as crying a need as the feeble-minded.

9581. The numbers of feeble-minded whether epileptic or not epileptic are much greater than this small proportion of epileptics who are perfectly sane?—I do not quite grasp your meaning. Do you mean how many there are in the North of England epileptics?

9582. No. You have told me that out of the epileptics with fits, one-third are sane, in the sense that you cannot say they are insane. That is a very much smaller number than the rough estimate of the number of feeble-minded of all sorts, epileptic or not?—Whose estimate of the feeble-minded are you taking?

9583. We have not got that out yet, but I suppose it may be admitted that there are more than that?—I have heard it estimated that there are 2 per cent. of the people feeble-minded; that is simply absurd.

9584. It is considerably over the number of the sane epileptics according to your admission. You said 1·5 per thousand are epileptic?—Yes.

9585. Out of that, only one-third you would regard as sane, i.e., ·05 per cent?—No, one-third as insane. I should say one-third of those are insane at the present time, but it is most difficult to get definite figures.

9586. (*Mr. Dickinson.*) Those figures you gave are, 207 insane and 95 sane?—I think you have made a mistake. We have 302 cases in our lunatic and epileptic wards, and 200 of that number are insane and 95 are sane.

9587. That is two-thirds insane, and one-third sane?—Yes.

9588. (*Dr. Donkin.*) That is, in the sense of not being certifiable?—Yes, in the workhouse.

9589. You say at the beginning of your statement (p. 547) "Those that are under the care of the authorities suffering from psychic or physical disease." What difference do you make between the word psychic and mental?—That is a mistake in the printing.

9590. (*Mr. Burden.*) May we take the case a little further? I am not quite clear in my own mind as to how this cost works out, I mean the cost of establishing the Langho colony. I think you told us that £63,000 provided for 250 cases?—Yes.

9591. That works out at £252 per bed?—No, the figure is, cost per bed £235.

9592. I think you told us that if you extended it to make the buildings sufficiently large to hold 750 persons, the cost would be £217,000?—The figure is for 1,200; the scheme for 700 is £198, and for 1,200, £162.

9593. (*Mr. Hobhouse.*) £217,000 altogether?—Yes, but that is for 1,200 cases.

9594. (*Mr. Burden.*) Then we have to divide £217,000 by 1,200. That destroys our previous reckoning?—If I said 700, I meant 1,200.

9595. That gives us quite a different figure?—I should have said 1,200 instead of 700.

9596. (*Mr. Hobhouse.*) That does not include £10 per bed for furnishing which you would have to add to the £217,000 which would bring that up to £229,000?—That is very much less than you get the asylums on the present system for.

9597. And that does not include £20,000 for the site which brings that up to £249,000?—Yes.

9598. (*Mr. Burden.*) £249,000 divided by 1,200 is the figure?—Yes.

9599. That corrects the evidence you gave just now, which showed £316 per bed, and brings it down to a considerably less sum?—Yes.

9600. We may take it then that the total estimated cost of the Langho colony is something like £250,000, and that that expenditure will provide for 1,200 persons?—Yes, when it is completed.

(*Statement handed in, as follows.*)

LANGHO COLONY, JANUARY, 1905.

Cost of Buildings at per Bed.

No. 1.—*Scheme for* 240 *Patients* (*Nominally*):—

As now being executed.

Beds in homes	240	
Beds in hospital block	32	
Total patients' beds	272	
Contract sum		£63,950
Cost per bed		£235

No. 2.—*Scheme for* 700 *Patients* (*Nominally*):—

Beds in homes	706	
Beds in hospital	64	
Beds in receiving wards	20	
Total patients' beds	790	
Estimated cost		£154,598
Cost per bed		£195

No. 3.—*Scheme for* 1,200 *Patients* (*Nominally*):—

Beds in homes	1,208	
Beds in hospital	112	
Beds in receiving wards	20	
Total patients' beds	1,340	
Estimated cost		£217,108
Cost per bed		£162

GILES, GOUGH & TROLLOPE,
(*Architects.*)

9601. (*Mrs. Pinsent.*) Can you give the Commission any information with regard to the frequency of epilepsy at different ages?—When I was in America I inquired into it. Under ten years of age you have 38·5 per cent. This is at Craig colony, where they have about 800 epileptics—43 per cent. They keep records, perhaps, better than any other place I know of. From ten to twenty, 43; from twenty to thirty, 9·5; from thirty to forty, 4; from forty to fifty, 2; from fifty to seventy, 1·75. A good many of those old epileptics, I take it, are alcoholic epileptics, a hopeless class. You may roughly say that 90 per cent. of your cases of epilepsy occur before thirty years of age, and 82 per cent. before twenty years of age.*

9602. That is to say the chances of epilepsy decrease shortly after middle age?—Yes, very rapidly.

9603. Should you deduce from that that we should want more colonies for epileptics than schools, or do you believe that schools are very necessary for epileptic children?—You must have schools for epileptic children if they are really epileptic.

9604. Can you give us any idea of the percentage of epileptic children to the school population; take between the age of seven and fourteen?—It will be rather more than the proportion of the adults, in all probability, because epileptics are short-lived; they are not a long-lived race. They die off at about thirty or thirty-five. You have plenty of old people in the asylums, but you do not find many old people in the epileptic colonies. That is my experience of them.

9605. (*Mr. Byrne.*) About your American experience and knowledge. No doubt you know the annual reports of the United States Bureau of Education?—No, I do not see that; they send me the lunacy reports.

* Note by witness.—The following statistics are from Dr. Spratling's work on epilepsy:

Under 5	5/9	10/14	15/19	20/24	25/29	30/34	35/39 years.
26½	19½	24½	13½	5½	3½	2½	1½ per cent.

9606. The last numbers have contained a list of institutions for the feeble-minded in different States of America, with very interesting particulars as to their numbers, original cost of site and buildings, and the maintenance cost. We have had it put together for our own purposes, and we find to our surprise that although it is America, where everything is supposed to be dearer, the average expense per pupil is under 12s. They call the inmates pupils, no matter what age they are. For America that seems rather a low cost, especially as most of these are new institutions. To what do you attribute the economy ?—The land costs very little to buy ; clothing is dearer, but they produce a large amount of food on the estate ; they buy a lot of land.

9607. You attribute it to the well-directed work of the institutions.?—Yes, I do not go so far as the Ohio superintendent who said that if you got 2,000 cases you could run a colony for nothing.

9608. Supposing economy was regarded and a well directed scheme for dealing with these people came into operation in England, what would be your highest hopes as regards the reduction of the cost of maintenance ?—We can provide in the Lancashire asylum for 9s. 4d. per week.

9609. That is leaving out the cost of buildings ?—Yes.

9610. It is over 14s. if you add the cost of buildings ?—You can do it quite as cheaply as you can do it in the States.

9611. You would expect if this were well managed in England to reduce it to the American level ?—Yes ; you will have to build your asylums on another plan though. *John Milsom Rhodes, Esq., M.D.* 14 July 1905.

9612. (*Mr. Hobhouse.*) What do you reckon the maintenance cost at Langho ?—We have not got there yet.

9613. You have made no estimate ?—It will be about the same as a lunatic asylum, I should say.

9614. Not less ?—No ; it will be more at first, in some ways, in a place like that. You can run a large place so much more cheaply than a small one.

9615. (*Chairman.*) Is there anything you wish to add ?—I should like to say I consider we have thrown an enormous amount of money away in England in corridors.

9616. (*Mr. Byrne.*) The expensive form of asylum ?—Yes. They have got rid of them in the States, and Germany has done away with them, and Scotland has done away with them, and Austria has done away with them. Why should we go on with these enormous corridors ?

9617. In fact, for all classes of defectives you recommend the colony system with the cheapest possible buildings and plenty of open air work ?—I do not say the cheapest possible buildings, I say the cheapest really efficient buildings ; I mean good sound brickwork. You do not want to go and put up a town hall, and you do not want to put up your water towers as if they were the towers of Parliament House. You have three miles of corridors in one London asylum. I will put these in if you like ; they are the New York Commitment notices and the plans of the American asylums.

9618. (*Mr. Byrne.*) We should like to see them. (*The documents were handed in.*)

TWENTY-FIFTH DAY.

Friday, 21st July, 1905.

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
F. NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C., C.B.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M., (*Secretary*).
E. A. H. JAY Esq., M.A., LL.B., (*Assistant Secretary*).

G. FIELDING BLANDFORD Esq., M.D. F.R.C.P., called ; and Examined.

9619. (*Chairman.*) You have been so kind as to give us a statement of your evidence. May we put that on our notes ?—By all means.

9620. Is there anything you wish to add to that ?—I am not aware of anything at present.

9621. You might be so good as to give us your qualifications ?—I am a Doctor of Medicine of the University of Oxford, and Fellow of the College of Physicians of London.

9622. Is your practice a private practice, entirely ?—Yes, in connection with private asylums.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY G. FIELDING BLANDFORD, ESQ., M.D., F.R.C.P.

I have no special knowledge or experience of idiots or epileptics. There are institutions and colonies for such persons, but I believe that the present accommodation for them is wholly inadequate. The epileptics who have come under my observation have been patients of unsound mind, requiring care in an asylum.

During the fifty years in which I have been engaged in the study of mental disorder and the treatment of those affected by it, I have seen many whom I have termed "feeble-minded" or "defective." At the present time they are extremely difficult to deal with. Though in reality they are of unsound mind, medical practitioners are afraid to certify them, and relatives do not think them so insane as to warrant their being placed in a lunatic asylum. *G. F. Blandford, Esq., M.D., F.R.C.P.* 21 July 1905.

They may be divided into at least four classes. 1. The feeble-minded, facile or prodigal (Fr. *faiblesse d'esprit* or *prodigalité*).

The majority of these have from birth or early life been unlike others, below the standard of their fellows, some unable to learn, others sharp in their lessons but deficient in morals, unable to distinguish right from wrong or to refrain from wrong. As they grow up they become unmanageable and medical men are consulted. I have had many brought to me who steal ; many run away from the houses in which they are placed. As they grow older, in humble life they swell the ranks of the criminal classes and drift into prison. Many take to drink, some become insane. They may inherit property when they reach the age of twenty-one, and the question will arise : are they fit to have the control of it ? They may commit crime, even murder, and their responsibility will be a matter of dispute. Such persons may go through life in this weak-minded condition, and if they fall into good hands and are easily managed, they may pass muster, though few will be able to earn a living except by some handicraft or routine work. They

Questions 9623 to 9637.

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are not fit for ordinary schools or college, but greatly need institutions where they can be trained and educated; not lunatic or idiot asylums, but homes suited to their weak minds. Such training, I am convinced, would in many cases be productive of great improvement.

2. I have frequently been consulted about old people in whom there are symptoms of commencing senile decay. This may at first be slight and the progress very gradual. If it is exhibited merely in a certain loss of memory or increased emotional excitability, there may be nothing to call for interference. But sometimes, there is misconduct, and a lack of morality and consorting with loose women may lead to a great waste of money. In this state of weak mind an old person is very liable to be got hold of by designing people, may be induced to give away large sums of money, or to make a will leaving his property away from his family to those who have undue influence over him. And yet it may not be easy to sign a certificate of insanity noticeable on one given day.

3. Another class is that of the so-called "Morally Insane." These are persons who are "altered" in habits, feelings, or conduct. Their conduct rather than conversation indicates the unsoundness of mind. It may be the commencement of a well-marked insanity, but they may remain for a long time in this stage and give infinite trouble to their friends, and yet it may be very difficult to sign a certificate. It may be a condition following an attack of insanity. The patient has recovered to a certain point, but not entirely. While under restraint in an asylum he exhibits no aberration. He cannot give way to drink or riotous living. He is affectionate, profuse in promises, and it does not seem right that he should be restrained. But when let loose he shows that the recovery is imperfect; he quarrels, gives way to drink, perhaps to immorality, but is cunning and avoids certificates about which he knows a great deal.

We get excellent examples of this "moral insanity" in those who suffer from "circular insanity" (*folie circulaire*). These persons are at one time depressed, at another excited. Neither the depression nor excitement may be so severe as to necessitate restraint in an asylum. In the depressed state the individual is generally docile, passive and easily managed, but when this passes away and the opposite condition follows, he may be very difficult to manage, though equally difficult to certify. The disorder is one of conduct rather than of delusion. Foolish extravagance or speculation, great restlessness and disregard of hours, over-indulgence in drink not amounting to drunkenness, immorality—all this may show that he is a changed man, yet no one act by itself is a certain proof of insanity.

4. A fourth class is that of habitual drunkards who are of two kinds, (*a*) persons who have periodical and recurring attacks of drink-mania, remaining temperate in the intervals. These may properly be called dipsomaniacs, having for the most part an inherited predisposition to nerve-disorder, (*b*) persons who are always in a state of drink-craving; weak-minded and prodigal, they continually promise reform, but have no intention of keeping their promises. With them I should couple those who are the victims of the habit of taking morphia or other drugs. At present the law of voluntary control is almost entirely useless. Very few avail themselves of it, and compulsory control is even more necessary here than in the case of imbeciles or epileptics.

In what way can the law be amended so as to exercise control over the person of moral imbeciles, the morally insane, or habitual drunkards ?

We have a guide to the answer to this question in the "Bill to amend the Lunacy Acts" which has been presented this session to the House of Commons. Clause 3—(1) is :—

> "If a medical practitioner certifies that a person is suffering from mental disease, but that the disease is not confirmed, and that it is expedient, with a view to his recovery, that he be placed under the care of a person whose name and address are stated in the certificate for a period therein stated, not exceeding six months, then during that period the provisions of Section 315 of the Lunacy Act 1890, shall not apply"

Now if for the words "mental disease—not confirmed," there is substituted "defective mind," "habitual drinking" or the like, and for "view to his recovery" is substituted "view to improvement, that he be placed under private care or in a special institution for a period not exceeding twelve months" the control of his person may be carried out without further delay. The question of safe-guarding his property can be considered later. At the end of the period fixed in the certificate, if the patient still requires control, a certificate to that effect should be signed for another period, as is done under the existing Lunacy Law.

The provisions of clause 116 (d.) of the Lunacy Act might easily be altered to fit these cases.

There should be special institutions to receive such persons, but they should not be called lunatic asylums. For the administration of the Act and for the inspection of persons so confined there should be a Board of Commissioners consisting of one barrister and two medical men.

To them should be committed also the care of the property of such feeble-minded persons as shall be brought before them. And as contested cases would certainly arise, the inquiry should be held by the legal Commissioner sitting with the two medical men as Assessors, in the same way as the Judge in the Admiralty Court sits with two Trinity Brethren to assist him. The present system of a Master in Lunacy sitting with about twenty jurymen is as likely as not to lead to a miscarriage of justice.

9623. (*Dr. Dunlop.*) I notice the extent of your recommendation is that you advise the adaptation of receiving houses to meet the want of these uncertified cases ?—Yes.

9624. That is quite a new recommendation to us, so I will ask a few questions about it. You might tell us what these receiving-houses have been designed to meet up to date ?—I do not know that at present any exist.

9625. Pardon me, there is one in Glasgow ?—For what class ?

9626. Uncertified lunacy ?—I was not aware of it.

9627. There are a lot on the continent ?—I do not know so much about Scotch places as perhaps I ought.

9628. I think those have been fully written about in the medical papers ?—I am not sufficiently informed to speak of them.

9629. They are not quite new. The ordinary conception of them is that they are for cases for observation, to know whether to send them on to asylums or not ?—Yes.

9630. In fact for insanity in its early stages ?—Yes.

9631. You would alter them according to this suggestion and adapt them for the reception of chronic insanity, or chronic mental defect ?—I would not have one kind of receiving-house for all cases; I think that some habitual drunkards, for instance, might be in retreats or places by themselves, and that other cases that are more like lunatics might be in another class of place, and from that kind of house might be passed on to asylums, if they were too bad for that house.

9632. That is quite another purpose to what the receiving-houses are at present designed for ?—I do not know enough about those to say.

9633. You know there is a Bill for the establishment of reception houses ?—Yes, or was; it has been withdrawn, I think.

9634. That was designed for quite a different class of case to what you suggest ?—Yes.

9635. Of course reception houses are essentially adapted for temporary residence ?—Yes, I do not think I merely mean reception houses; I mean houses of a certain class under Lunacy Authorities, either for the reception, or for the permanent residence, of such people.

9636. In what respect would such a house differ from a lunatic asylum ?—I do not know that it would differ from a lunatic asylum very much, except in name, which I think is important.

9637. And, I notice, in the want of the control of the Lunacy Commissioners ?—I think it would be better

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to have a separate body and not the Lunacy Commissioners so as to enable these people to be classed in a different category.

9638. And the patients would not get the benefit of the protecting clauses in the Lunacy Acts?—They ought to come under a different category altogether and there should be different legislation for them.

9639. So that you would advise two classes of lunatics, separately legislated for?—I think probably a certain number of those that were put into these houses it might be found necessary afterwards to put into lunatic asylums, and make lunatics of them, but some of the feeble-minded people might remain in such houses under special legislation.

9640. Your opinion is that these should only differ from lunatic asylums in name, and not in nature?—Anything which is a house of detention must necessarily assimilate itself, in some respects, to a lunatic asylum, but I think they might be called by a different name, especially in the case of habitual drunkards.

9641. Looking at it from a practical point of view, the difference in name is the essential?—Yes, I think it is a very essential particular.

9642. I presume you have a very wide experience in asylums?—In private asylums; very little in public.

9643. So that you do not know the pauper lunatics at all?—Very little.

9644. And you have no experience of the criminal classes?—Only from occasionally giving evidence in criminal cases.

9645. You have not been closely in touch with them?—No; I have had to pay visits to Broadmoor occasionally. I mean with the criminal classes of the community. I have had occasionally to do with criminal patients.

9646. As regards this new Board that you advise, you would put one legal and two medical Commissioners—just three members?—Yes.

9647. Surely they would have a very large amount of work to get through, would they not?—It would all depend on the number of people who would be likely to be placed under them. There would be nothing like the numbers that are now under the Lunacy Commissioners.

9648. But there might be, perhaps, half of them, you would say?—I do not know; I should hardly think so; I have not worked it out in numbers at all.

9649. Yet you advise three members?—Yes.

9650. You have not considered the number that would come under them?—No; not statistically.

9651. There would be many institutions over the whole country, would there not?—Yes, there would have to be a certain number of institutions. When you come to think of the institutions which exist already which these gentlemen have to look after, I should think three ought to be enough for the others.

9652. In addition to inspecting work they would replace the Masters of Lunacy, according to one of the recommendations?—Yes, as regards those particular cases.

9653. You state here that the Master in Lunacy sitting with about twenty jurymen is, as likely as not, to lead to a miscarriage of justice?—I think it often has.

9654. In your experience it has?—Yes.

9655. Can you quote some cases to us?—There have been a good many cases in my experience. I will quote the last one that I have in my mind; that is the case of Mrs. Cathcart, who after she had been found sane by a jury had to undergo another inquisition, and was found insane by another jury.

9656. Do you happen to know personally whether she was sane or insane?—I know she was as insane as she could be, when I saw her.

9657. You have come across many other such cases, have you?—I have heard of them. I might point to the case of Mr. Wyndham. I was present at the greater part of the inquiry, and I think that was a miscarriage of justice.

9658. Your opinion is that with a court composed of one legal member, and two medical members, a miscarriage of justice would be much more unlikely?—I think so, if the gentlemen were gentlemen of experience and knowledge of the subject. I have formulated that upon the proceeding of the Admiralty Court, where a judge sits with two Trinity Brethren.

9659. Your opinion, shortly, is that the decision of the matter of lunacy is practically for a medical man and not for a lawyer?—I think it is for a medical man; and a lawyer might preside over the court in the way the judge does now at the Admiralty Court.

9660. You refer to the morally insane; do you believe in the existence of moral insanity *per se* without any other symptom or indication of insanity existing?—I think there are people who are so morally defective that they should be really called morally insane, because they are not intellectually insane; they are rather sharp, many of them. I do not like the term "moral insanity," I only use it because it has come into fashion. I have always been very much against using it. I never would use it in a Court of Law, and I have written against the use of it.

9661. In your experience have you ever come across a case of well-marked moral insanity where there was no evidence of the existence of other insanity?—Yes, I think I might say that I have; where if you talk to a person, and ask him questions of all kinds, he would reply with perfect propriety and perfect intellect, and yet that man is utterly unable to control himself, morally.

9662. And has no other evidence of defect whatever?—No, except the doing wrong, and the not being able to see that it was wrong, or even if he admitted that it was wrong, doing the same thing again to-morrow.

9663. Some of these cases actually suffer under delusions, and delusions which it is very often difficult to extract from them?—Yes; I am speaking of people who have no delusions. If they have delusions, they are insane in the ordinary sense of the word, not merely morally insane.

9664. And these people have no other mental defect, not even delusions?—No; I have known some of them who have had no mental defect at all, except what may be called a moral defect.

9665. I notice you quote *folie circulaire*, as a typical example of moral insanity?—In some cases.

9666. Surely in *folie circulaire* we have implied evidence of other insanity?—At times, in the depressed state. When they recover from the depressed state, and get into the excited state they are extremely sharp, keen and clever, but they have no power of self-control.

9667. But you must take the case as a whole; let us say for a duration of two months?—Yes, but I am speaking of the power to restrain those people when they are in that particular state which might be called moral insanity. I do not mean to say all these cases are cases of moral insanity; they are cases of *folie circulaire*, but there is a stage in their circle in which their moral defects are apparent and no other defect is.

9668. In fact, a morally insane person is a person who at the time exhibits nothing but immoral tendency; is that it?—Is a person who cannot control his conduct.

9669. The inebriates are another form of insanity you mention; you have a good deal of experience with them?—Yes.

9670. Does not your experience point to the fact that a great many of them have other minor symptoms of insanity?—I think some of them are defective perhaps intellectually, and of course a great many of them show symptoms of insanity because they have drunk themselves into the insanity.

9671. In your opinion is insanity the commoner cause of drink or drink the commoner cause of insanity?—I think there are a great many cases of both; very often I am sure that it is hereditary; the inherited taint is the cause of the drink.

9672. Would you be willing to accept it that inebriety is in itself a symptom of insanity—an habitual inebriate, not an occasional burst out?—Under certain circumstances, but not in every case, I think.

9673. Why should these observation houses not be under the Lunacy Commissioners?—I think, chiefly,

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on account of the name. I think I would have a different name and a different body of gentlemen looking after them, or else put them under different branches of the existing constitution; but I would keep the name of "lunatic" and "lunacy" out of it as much as possible; very much for the reason that the friends are much more likely to act and to take care of these people if they are not called lunatics.

9674. There is no fault in the present Lunacy Board; there is no incapacity about them, to prevent them looking after these places?—No, if you give them sufficient power, and force to do it, and numbers; but I think it would be better not.

9675. (*Dr Needham.*) You refer to the Bill which was before the House of Commons, but which has now been dropped, in reference to the treatment of incipient insanity; I gather you think it is desirable that there should be the power—the clause in the Bill should be passed?—Yes.

9676. You think it is desirable there should be this possibility of treating?—Yes.

9677. With reference to imbeciles as well as other classes?—Yes.

9678. (*Mr. Byrne.*) Just a question about the latter part of your memorandum where you say that you think there should be a Board of Commissioners dealing with these people while under detention, consisting of one barrister and two medical men; that would be constituting a new board. Have you satisfied yourself that there is no existing authority that could with advantage take on that duty?—No.

9679. Might I put some suggestions to you for your consideration? For instance, do you know at the present moment how the Reformatories for inebriates are run and managed; they are regulated by the Home Secretary and inspected by a doctor attached to his department?—Yes.

9680. Most of those inebriates are feeble-minded persons really?—Yes.

9681. Do you think any such system as that would be proper for these people?—I would have no objection whatsoever to a Board of that kind, or to it being placed under the existing Board. When I spoke of this board I had in my mind rather the contested cases than the mere inspection. I think that a Board such as I recommended in contested cases would be very much more likely to arrive at a proper decision in regard to cases than the existing system.

9682. It was your recommendation that this board should have a sort of semi-judicial authority, and should have the power of committing people?—Yes, that they should be very much in the condition of the existing system where a contested case is heard before a Master in Lunacy and a very large jury. I base this upon the analogy of the existing Court of Admiralty where a judge sits with two Trinity Brethren as Assessors.

9683. You describe the various number of classes of feeble-minded people who at present are at large to the great disadvantage of the community. Would your idea be that under the amended law it should be possible to take hold of these people without their coming otherwise into the hands of the State and apply for an order to shut them up?—Yes.

9684. Or would you simply take them when they did fall into the hands of the State, as, for instance, in the defective schools and the prisons and the asylums?—I have not turned my attention very much to the case of children; I have had very little to do with them. All these people that I have alluded to have been adults who for one reason or another I think required control.

9685. Both of their persons and property?—Yes, supposing they have property; a great many of them would not have property, and would not require anything like an inquisition, but would merely require the control of their persons.

9686. Could you mention to us the sort of cases in which the existing law has been unable to get hold of them?—Yes.

9687. Perhaps an example within your memory would illustrate it?—I have known several where there has been very great deal of difficulty in getting hold of them—people who are apparently intellectually sane, but who lead riotous lives, ruin their families, and so on, and where a medical man cannot, or is afraid to, certify them at the present time because of the requirements of the law that they shall on a given day observe certain evidences of insanity. In a great many of these cases a medical man would not see insane conduct, because when he is brought face to face with his patient the patient is not behaving insanely. The patient is brought to him or he is brought to the patient and all that he gathers about the patient is hearsay and upon that he is obliged to sign a certificate; and so these people are about the town and ruining themselves and their families without at present being able to be controlled. There is a great fear on the part of the medical man about signing certificates of insanity unless the insanity is very well marked.

9688. We have been told that quite a large number of cases are brought forward under Section 116 of the Lunacy Act—cases of mental defect, senile dementia, and various other forms of mental defect in which no doctor would certify the person as a lunatic but they would give the necessary affidavit descriptive of his mental condition, which is sufficient to enable the Master in Lunacy to make an order?—But Clause 116 only affects the property; it does not affect the person at all; it is the person that we want to get hold of.

9689. That is what I was coming to. If you want to go beyond the property and get at the person, your recommendation amounts to this, that you think the State ought, by means of this technical Board, or in some other way, to get hold of people and treat them as lunatic although they are not treatable as lunatics under the existing law?—Yes, I think the way the certificates are framed ought to be altered so as to enable the medical man, with greater facility and greater security than now exists, to sign a certificate for them.

9690. In what definite way would you suggest the form of certificate at present in use should be altered for that object?—In the Bill that was lately before the House which was founded on the Scotch law the medical man has merely to state that the person is "of unsound mind."

9691. "Is suffering from mental disease, but that disease is not confirmed"?—Yes.

9692. That is generally spoken of as an incipient insanity case?—Yes.

9693. You could not say a feeble-minded person is suffering from mental disease, but that disease in not confirmed; in a great many cases it is confirmed; it is congenital?—Quite so. I think I said that the words "not confirmed" should be left out, and that something else should be put in.

9694. Supposing that is left out and on a single certificate of a doctor that the person is suffering from mental disease, and that he should be placed under the care of a person—of course in the contemplation of this Act it is intended to be a single certificate and a single patient—would you allow a large number of such people to be dealt with and sent to the care of an institution; a place where they could be detained and kept at work?—It would be a question whether one or two certificates would be necessary. I think those certificates might be printed in a different way from the present lunacy certificate.

9695. It would be difficult to persuade Parliament that in this indirect way a large number of people not now certifiable should be brought under detention?—I think in some way or another the people that are now not certifiable ought to be certified. I leave it to the Legislature to suggest the way.

9696. You are aware, although you say you have not had much personal experience about it, that the defective schools are constantly turning out a large number of people at the age of sixteen, or sometimes over, who are obviously, to their experienced eyes, incapable of conducting themselves properly in the world. If these people could be got hold of by the State, it should be done?—Yes.

9697. Much more easily, could it not?—Yes.

9698. In the long run it would bring it about that a great many more people were properly controlled?—Yes.

9699. To do that is much easier than to go to the adults, who are already free in the world, and bring them under control?—No doubt; they are people who have

been under observation for a long time, and of course those who have to look after them could state as to their defects.

9700. And the public would be quite satisfied, would they not ?—Yes.

9701. But they would not be so satisfied by a laxer system of dealing with adults leading riotous lives ?—There are objections to the shutting up of anybody. I never heard of any case shut up, but somebody says it is a sname. Nevertheless, legislature, I think, ought to shut up these people, and ought to devise means of doing it.

9702. Would you recommend that the State should take action in any case of the sort you describe on hearing of it, or would you wait till the person had fallen into its clutches by getting drunk, by becoming a pauper, or by committing some of the crimes, larger or smaller, which these people often do commit ?—I think the person ought to be controlled before he gets to that stage, because the mischief is done then, in a great many cases.

9703. You think the evil is sufficiently great to require that step ?—Yes.

9704. (*Dr. Needham.*) Would you suggest that any person whatever should be deprived of his liberty on facts alleged by others, and not facts also observed, as at present, by the certifier himself ? Would it not involve a great danger to the liberty of the subject which no legislature would be willing to accept ?—I think the certifier should acquaint himself in some way or another, other than by hearsay, but I think he might, from his knowledge of the individual, sign a certificate without stating that on one particular day, and on that day only, he had seen symptoms of insanity, because he may have done so a week before, or a fortnight before; he may be perfectly conversant with the case of the individual, and yet he may not be able to get enough on any one day to sign a certificate.

9705. Is it not possible that between the time when he saw him before, when he could have signed a certificate if he had been wanted to do so, and the time when he is asked to do so the patient might meanwhile have recovered, so that when he saw him the second time he had recovered and ought not to be certified at all ?—These cases are not cases of recovery in a few days; I am speaking of cases of moral insanity, or habitual drunkards; those cases do not recover in a week.

9706. No; I am only asking in order that we may understand exactly what your view is, and whether you think it would be safeguarding, sufficiently, the liberty of the subject if this new procedure which you indicate, is carried out ?—I think there ought to be safeguards; I am not prepared to draft a Bill on the subject. I think there ought to be greater facilities for signing certificates than at present exist.

9707. (*Mr. Chadwyck-Healey.*) I suppose you would recommend that there should be occasional supervision, and perhaps further examination from time to time ?—Yes, certainly.

9708. If any mistake were committed on the first certificate, it would very soon be discovered ?—I think all the certificates should be subject to examination in the same way that they are now, but not by the same Board.

9709. (*Dr. Donkin.*) One question with regard to what Dr. Needham asked you; would not it be, in your opinion, more easy to come to a conclusion in cases of defective mind that the patients were of defective mind, in an interview that is to say, the observer might observe facts in the course of an interview proving that he was of defective mind—would it not be more easy, as a rule, to come to that conclusion than in many cases of insanity proper, acquired insanity, such as you were quoting ? In other words, I mean defectiveness of mind would be probably salient and detectable in one interview, whereas with insane people who show insanity by riotous living and in their conduct more than in their intellect, it might be very difficult to come to a conclusion ?—Where there is a defective mind it is easy, comparatively, to come to a conclusion, if the defect is great; but in cases of what I may call moral insanity it is extremely difficult, very often, to catch them tripping in any way.

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9710. I mean, were a certificate to be instituted to enable the detention of the feeble-minded, it would be comparatively easy in most cases to notice and to record the facts which would justify a certificate of unsound mind ?—In many cases, of course, it would be quite easy, but I think even with people of feeble minds and defective minds that there would be cases where it would be very difficult.

9711. Certainly, but they would not be in the majority; in the majority of cases it would be fairly easy ?—I think, in the majority of cases it would probably be fairly easy. There will always be some borderland cases which will be difficult, and where opinions will differ; that must exist in all cases I think.

9712. There would not be a greater difficulty in coming to the conclusion whether or not a person was to a sufficient degree of defective mind to warrant his being shut up than there is in the case of insane persons ?—No, I do not think there would be a greater difficulty.

9713. (*Mr. Loch.*) Would you propose to bring these adults who are defective-minded whom you would deal with, under the same authority; that is to say, the Lunacy Commission, expanded or revised ?—No, I would have a different Commission for all these people. If they were worse than was thought at first then they might be transferred to the existing Lunacy Board and the existing lunatic asylums.

9714. Then you would have a concurrent administration; concurrent with the Lunacy Commission ?—Yes, co-existing, certainly.

9715. (*Dr. Dunlop.*) In quoting this Clause in the amending Bill that was recently before the House and talking about it to Mr. Byrne, you said it was modelled on the Scottish law ?—Yes.

9716. Could you tell me what Scotch law you referred to ? I am fairly conversant with the lunacy law in Scotland, and there is no similar clause existing ?—There is a law in Scotland, I believe, which enables medical men to sign a certificate and to place people in private care, or under some sort of control without calling them lunatics and without its going before the Lunacy Board.

9717. Patients under private care, yes; but that is quite a different class of case to what the amending Bill refers to ?—Yes; I based my observations on the clauses of the Bill.

9718. Perhaps you would like to withdraw the remark that it was modelled on Scottish law ?—Yes.

HARRY CORNER, Esq., M.D., called; and Examined.

9719. (*The Chairman.*) You have been so kind as to give us a statement of your evidence, may we put that on our notes ?—Certainly.

9720. And the additional one which you have put in about the Idiots' Act; may we also put that on our notes ?—Yes.

STATEMENT OF EVIDENCE TO BE GIVEN BY HARRY CORNER, ESQ., M.D., LECTURER ON MENTAL DISEASES AT THE NORTH-EAST LONDON POST-GRADUATE COLLEGE; FORMERLY MEDICAL SUPERINTENDENT OF EARLSWOOD ASYLUM, ALSO ASSISTANT PHYSICIAN AND LECTURER ON MENTAL DISEASES AT BETHLEHEM ROYAL HOSPITAL FOR LUNATICS.

CLASSIFICATION.

For the purpose of giving evidence I propose to divide the weak minded into five groups.

1st. *Idiots* who are the lowest in the scale and devoid of all the mental characteristics of man.

2nd. *Unimprovable* or *low grade imbeciles* who can only be trained as far as attending partially to their own persons.

3rd. *Improvable* or *high-grade imbeciles* who can benefit slightly from education in school, and be taught to do a little useful work either in the house or some simple trade.

4th. The *Feeble-minded*, who are nearest the normal, vary a good deal as to their mental characteristics, and can be taught to be either partially or wholly self-supporting.

5th. The *Demented*, who have once had an apparently normal mind, and become weak-minded.

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Idiots and *low-grade* imbeciles are already provided for to a large extent, and, needing nothing more in the way of education than can be done by an efficient and trained nursing staff, should be cared for in idiot asylums.

The *High-grade* imbecile being able to do some remunerative work, should if possible, be separated from the low-grade cases.

This can either be done by having a separate asylum, or an annex to an idiot asylum, though it must be remembered that the total removal of such cases from low-grade imbeciles and idiots will increase the cost of maintenance of the former as many high-grade cases do useful house-work in existing asylums.

On the whole I would favour the use of annexes for the high grade cases, as the colony system is much more expensive, and the results of their work would not justify the additional cost in a colony.

Another point is that you cannot stifle individuality by treating them collectively, as it can never be hoped for in such cases. While the discipline of institution life has a highly beneficial effect.

These asylums or colonies for idiots, low-grade and high grade imbeciles should be under the existing Idiots Act, 1886, the amendment to which I will refer later, and be under the control and supervision of the Commissioners-in-Lunacy.

I have limited the term feeble-minded to cases that are nearest to the normal, and I would lay great stress on the fact that it is an injustice to such cases that they should be classed under the same name as the more afflicted creatures.

I mention this because there is an increasing tendency to term idiot and imbecile asylums training institutions for the feeble-minded.

This has arisen partly from the fact that in America they class all such cases under the heading of feeble-minded, and also, I think, from the natural desire of those in charge of imbecile asylums to admit some of the most favourable cases into their institutions.

I, therefore, think it is most important that we should either limit the term feeble-minded, or coin a new word for those who, though defective, are not fit subjects for idiot or imbecile asylums.

The feeble-minded, having a greater range of mental development, have more mind capable of being disordered, and being already defective either from development, accident, or disease, it is not surprising that mental disorder, or insanity and instability of mind, are much more common as an accompaniment of the mental weakness, as you approach the normal standard.

In the feeble minds of idiots and imbeciles mental disorder or insanity exists, but is not common, and usually little more than a sort of feeble echo of insanity as known in the adult; but as the cases get higher in the scale of development the insanity is not only more definite but more common.

It is important to realise this, as criminal tendencies such as homicide, suicide, and other anti-social acts, are rare amongst imbeciles and idiots, and then usually the result of rage or wanton destructive tendencies, whereas the nearer to the normal defectives are the more likely are we to get insanity and crime.

There are many varieties amongst the feeble-minded, the chief being—

1st. Those who are merely *simple* or backward, without any complications.

2nd. Those who are abnormally *impulsive, passionate,* or *excitable,* with or without being very backward.

3rd. Those with *special tendencies,* such as wonderful, but usually useless memories, who can remember dates, facts, and learn rules by heart, but are generally incapable of reasoning for themselves, or applying the rules they have learnt. Such can be taught to read and write, are usually good at geography and history, but are very bad at even the simplest arithmetic.

4th. The *weak-minded* and *dreamy or self-absorbed* children, who spend their time pondering over their own thoughts, and gradually losing touch with their environment. They live in a world of dreams until their own thoughts develop the intensity of external impressions, when they see their thoughts projected before them in visions, and, thinking they are realities, they develop delusions and are then insane. In these cases oral instruction and learning from books is frequently harmful, and every effort must be made to centre their thoughts on surrounding objects by cultivating observation.

5th. *Alternating mental states* are common amongst the feeble-minded, such patients at one time being talkative, jocular, restless, boisterous and mischievous, while at others they are quiet, take little interest, are rather too good and conscientious, and weep from trifling causes. These states will sometimes alternate with the utmost regularity, a short period of an apparently normal condition intervening. Though neither phase in itself is particularly noticeable to the untrained eye, nevertheless this is often the forerunner of a definite and very incurable form of mental disorder which will surely develop if the child is left in ordinary surroundings.

6th. Sometimes the most noticeable feature in these restless, excitable cases is that the child is always *romancing* and relating the most improbable stories or anecdotes about people; and I specially mention this as I frequently hear of such cases, and am told they cannot speak the truth, but that it is nothing mental. They are usually excitable, restless, unable to concentrate their attention for long, always have a ready answer, though usually an untrue one, are frequently very entertaining, amusing, and great favourites, especially with ladies.

Such cases will in all probability become insane if left at home or in ordinary schools, as they will develop into dangerous hysterical liars, who will invent all sorts of false accusations and libel people indiscriminately. Some of these cases I have known to repeat lies until they actually believed them to be true, and therefore had delusions, and were insane.

One of the most difficult points I have to settle is whether such cases have delusions and should be certified as insane or are merely romancing.

7th. Cases in which there is local injury to the brain causing special defects, as *word-blindness* or *word-deafness,* etc.

8th. Cases who though only slightly backward or possibly even *precocious* are *defective in self-control* and *morally twisted.*

In such cases we get cruelty, homicidal tendencies, masturbation, or sexual perversion, bestiality, incendiarism, or pyromania, kleptomania, and other anti-social tendencies.

9th. The *Epileptic,* or, as is not uncommon, *masked epilepsy,* when the actual convulsion does not take place, though the child has all the impulsive tendencies of the epileptic, and is not infrequently very destructive and sometimes dangerous.

Insanity may occur at all ages, but in children usually results in *disorder of conduct* rather than intellectual disorder, therefore delusions are uncommon and hallucinations not marked. Disorder of conduct being often the only evidence of mental disease, the gravity of the case is usually not recognised for some time, especially among the lower classes, and much harm done to the patients.

Dementia Praecox. All of us are born with a variable amount of mental energy or vitality, and it largely depends on how we use or abuse these functions as to how long we can live without becoming weak-minded.

I mention this because I see cases settle into a quiet weak-minded condition at almost all ages, and the term of *dementia praecox* has been given to some of these cases, especially occurring early in life.

This so-called disease is said by asylum physicians to be largely on the increase, and I certainly see many young weak-minded cases, the dementia having come on about adolescence or shortly after, and accompanied by various nervous symptoms.

In my experience this is very common in the unstable, excitable, and nervous cases among the feeble-minded, who have been retained and overtaxed in ordinary schools, whereas it could have been prevented had the children been placed in suitable surroundings and trained under medical care. A common characteristic of feeble-minded and nervous children is that they can visualise or see their own thoughts, but these are not insane hallucinations, as they recognise that they are only their own thoughts, and not realities.

One of the *most* common and dangerous characteristics of the feeble-minded is that they tend to sink socially; they will associate with their inferiors for preference, and it is common for parents to say that their child seems to have a peculiar instinct for finding out and associating with the worst character in the village. This, coupled with the fact that they are easily influenced and readily receive suggestions, shows how highly dangerous

it is to leave such cases without supervision, and how it is that so many weak-minded people get into prison or become the dupes of designing persons.

These weak and unstable brains are easily influenced and usually run to extremes; therefore amongst the feeble-minded we find all forms of criminals, while some are too good and conscientious, always questioning the right and wrong of their own actions, until they finally become insane.

These feeble-minded people, if not suitably trained and cared for, may drift in various ways, some become insane, others increase our prison population, while many drift to the workhouse or become vagrants.

Treatment.

As to their treatment, the first and most essential thing is to remove them from their homes. They should be taught and reside in special schools under the care of trained medical men, the schools being in the country, where there is ample scope for developing their powers of observation, while the outdoor work and exercise is essential to improve the physical health and check morbid restlessness. These cases can learn much that is useful in schools, but as soon as possible they should be transferred to the industrial side, where they can learn suitable trades, though outdoor work is the most suitable occupation for the majority of cases.

At Earlswood Asylum I calculated the value of the work done by individual cases and found that it was worth from 5s. per week upwards, many cases doing work valued at 7s. to 10s. a week, while in some cases it was equal to from 20s. to 25s. a week. This work was of course done under the guidance of a person skilled in the trade and also experienced in the management of such cases, his faculties making up for the defects of those under his charge.

We then estimated the amount of work which a patient could do after he had left the institution and was in the outside world, and all the tradesmen estimated the loss under these circumstances at at least 50 per cent.

The result of my observations was that I found that a good many cases in the asylum were self supporting while under observation, but were hopeless to go in the outside world.

After leaving Earlswood I visited blind and deaf and dumb schools, and made enquiries as to their experience, and found it was nearly the same. They could make the people practically self supporting while at the institution, but when they left very few could anything like hold their own. My experience has led me to believe that if proper schools were started in the country for the feeble-minded, and the inmates as soon as old enough taught suitable occupations, especially outdoor occupations, such as horticulture, dairy and poultry farming, fruit growing, bees, etc., while those unsuited to outdoor work learnt other useful trades, a colony could soon be developed, which, if put on a proper business footing might be made partially, if not wholly, self supporting. It costs 8s. to 10s. a head to provide for cases in institutions, and certainly the majority of the feeble-minded can, while under supervision, do work equal to this, while in a great many cases the value of the work would reach to 20s. per week.

It would be advisable to start with the schools, and the period of compulsory training should be extended to the age of twenty-one years, with an extension to twenty-five years if necessary.

An experimental colony could be started for outdoor work, and I should favour small holdings which can certainly be made to pay, while the surroundings would be cheerful and homelike.

A few cases could be placed on each holding where they could learn gardening, poultry, bees, and the care of cows, etc., while the whole concern should be worked on a co-operative basis, so as to make it pay.

In this way I am sure that many cases could be prevented from drifting into asylums and prisons, while some little would be done to diminish the workhouse population and the number of vagrants. The schools and colonies for the feeble-minded should, I think, not be under the Commissioners in Lunacy or in any way connected with asylums. Most of the feeble-minded know they are not as others, and dread the idea of an asylum, and I am sure that it would be detrimental to them if they were placed under the Lunacy Authorities. The training should be under some skilled medical supervision and the schools inspected by Government officials, while a register of all cases would be kept and all those on small holdings or in colonies would be visited periodically.

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Some sort of medical certificate would be necessary before a child was sent to a special school, but it would be better for it to simply state that it was necessary for the child to be sent for special training than that it should state that the child was weak-minded, etc. Such cases should on no account be sent to imbecile asylums or come under the Idiots Act. The question as to whether there should be certificates for permanent and compulsory detention should, I think, be left open for the present, as public opinion is not ready for it and we should probably injure our cause by pressing for too much. As to *Causation, Heredity* is the chief agent and can be found in up to 75 per cent. of the cases. Alcoholism and the abuse of drugs by the parents comes next in frequency, and it is peculiar that alcoholism and drugs tend to produce feeble-minded and unstable brains, rather than actual imbeciles and idiots.

I frequently find that a slight hereditary tendency in one parent is fanned into flame by what might be looked upon as an ordinary or rather liberal amount of alcohol, —not drunkenness—in the other parent, while old age in the father will have the same effect.

There is no doubt that people should abstain from alcohol as much as possible during their reproductive period, especially women, who would be shocked at giving their infant alcohol except as a medicine, and yet will regularly take it before the child is born.

At my private home I train both children and young adults. We not only teach school subjects and manual training, but such occupations as horticulture, carpentry bees, poultry and dairy farming.

Some of the cases finally need a permanent Home, others develop enough business capacity to start for themselves, while in cases who have learnt an outdoor occupation but have not the business capacity to make a success of it, I advise the parents to let them have a few acres of ground where they can continue their work and retain their health instead of drifting into an asylum, while a working bailiff looks after things and sees they do not lose money.

Notes on the Idiots Act, 1886.

Anyone who reads the Idiots Act, 1886, and the Lunacy Acts, 1890 and 1891, cannot fail to see that the former does not give the power to enforce (if necessary) the thorough supervision and control of idiot asylums as is done in the case of lunatic asylums. Believing that the Idiots Act, 1886, should be amended, and brought into line with the Lunacy Acts, I beg to submit the following suggestions for the consideration of the Royal Commission, though I am aware that these suggestions do not anything like cover the alterations that are necessary.

I have urged that those who are only feeble-minded and not imbecile should not come under the Idiots Act or the control of the Lunacy Commissioners, and if that is carried out it is possible that the present form of certificate may suffice, but many feeble-minded cases are now placed in idiot asylums, and the certificate merely states that they are imbecile and capable of receiving benefit.

This to my mind is insufficient, and I think that some facts indicating that the person is imbecile should be stated as in the Lunacy Acts. The stating of facts indicating imbecility is not only a matter of fairness to the person who is to be placed in an asylum, but it would assist in preventing the truly feeble-minded or unsuitable cases from being associated with the more degenerate.

Section 11 of the Idiots Act states: "The provisions of any Act relating to the registration and regulation of hospitals, asylums, and licensed houses for the reception of lunatics, to the orders, certificates, or reports necessary for the reception, detention, or treatment of lunatics, and to the care, treatment, and visitation of lunatics, and the books to be kept, and the reports to be made concerning lunatics, respectively, shall not apply to any hospital, institution, or licensed house registered under this Act, or to any idiot or imbecile received or to be received therein under the provisions of this Act."

As there are no sections in the Idiots Act giving the Commissioners in Lunacy power to enforce the thorough inspection and examination of all parts of the buildings, case books, reports, accounts, etc., or to draw up regula-

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tions for the management of patients, recording of mechanical restraint, etc., it seems to me that the authority of the Commissioners is limited to making an inspection and they have no powers, as under the Lunacy Acts.

In the Lunacy Act, 1890, it states that "lunatic" means "an idiot or person of unsound mind," but as Section 11 of the Idiots Act, 1886, still remains in force, it is difficult to understand how the two Acts can be made to work, as far as idiots and imbeciles are concerned.

The following are a few suggestions as to alterations that should be made in the Idiots Act.

Section 40, Lunacy Act, 1890, gives definite directions as to the use of mechanical restraint, the recording of same and the necessary certificates. This, I think, should be added to the Idiots Act.

Also Sections 41 and 42, Lunacy Act, 1890, the former stating that letters must be forwarded unopened to certain persons, including the Commissioners, any Secretary of State, and the parent or guardian signing the statement.

Section 42 makes it compulsory that certain printed notices shall be posted up in the asylum, as to letters and the right of every private patient to request a personal and private interview with a visiting Commissioner. This, I think, should be added to the Idiots Act.

Section 21, Lunacy Act, 1891, deals with complaints from residents in the neighbourhood to the effect that patients are allowed out under inadequate supervision and control, and may equally well apply to imbeciles.

Sections 50 and 100, Lunacy Act, 1890, gives the Commissioners power to make inquiries as to the property of lunatics, and the Lord Chancellor power to deal with the matter. Similar sections should be added to the Idiots Act.

Section 53, Lunacy Act, 1890, which forbids the employment of males for the care of females speaks for itself, but I also think that something should be done to prevent female imbeciles doing work on the male side, especially in the dormitories.

Section 116, Lunacy Act, 1890, deals with the extent of the administrative powers of the judge-in-lunacy, and states that the powers and provisions of that part of the Act relating to management and administration; apply to

(*a*) Lunatics so found by inquisition.

(*b*) Lunatics not so found by inquisition for the protection or administration of whose property any order has been made before the commencement of this Act.

(*c*) To every person lawfully detained as a lunatic though not so found by inquisition.

(*d*) To every person not so detained, and not found a lunatic by inquisition with regard to whom it is proved to the satisfaction of the judge-in-lunacy, that such person is through mental infirmity arising from disease or age incapable of managing his affairs, etc.

There are many people who are slightly deficient from birth, and never develop enough to be able to manage their own affairs, and such patients should, I think, be dealt with under this clause, although it is impossible for us to certify that the mental infirmity arises from "disease or age."

I would, therefore, suggest it should read as follows:—"through mental infirmity arising from disease, age, or congenital defect, incapable of managing his affairs."

It is also worthy of the consideration of this Commission as to whether some of those people who are not actually backward or feeble-minded, but congenitally weak characters who can never learn the value of money, may not be dealt with under Subsection D altered as I suggest. These form a definite class among those who are slightly weak mentally, and usually develop from some of the unstable feeble-minded children that I have described in my former evidence. They are cases which I look upon as being potential lunatics or criminals, as much as being backward or feeble-minded.

Section 194, Lunacy Act, 1890, gives the Commissioner power to inspect every part of the buildings, also every patient, and enquire as to restraint; to inspect certificates and visitors' book, and enter minutes in the same.

To inquire as to divine services, occupations and amusements, classification and diet of patients, moneys paid for private patients and such other matters as may in their opinion require investigation. This as well as the recording of such observations as they think fit in the visitors' or patients' books is equally essential for the thorough inspection of idiot asylums as in the case of lunatic asylums.

Section 195, Lunacy Act, 1890, compelling every manager of a hospital or licensed house to show every part of the building, and every patient, should be added to the Idiots' Act.

Section 197, Lunacy Act, 1890 refers to the Commissioners making notes in the patients' book as to those whose mental condition appears doubtful and copies of these notes being forwarded to the authorities. This might be included in an Idiots' Act with advantage.

Section 204, Lunacy Act, 1890 giving Commissioners power to appoint a person to inquire into cases requiring immediate investigation should also apply to idiot asylums.

Section 236, Lunacy Act, 1890 as to persons disqualified from being members of managing committees of hospitals, should be added to the Idiots' Act.

The Commissioners-in-Lunacy should have the same power to form rules, with the approval of the Lord Chancellor, for idiot asylums as in the case of lunatics, especially as to returns and information to be furnished by managers. (*See* Commissioners, rule 35.)

I will only mention one special instance—Rule 25 states that notice in writing must be sent to the Commissioners within two clear days after the dismissal for misconduct of any person employed in the care of patients, stating the cause for dismissal.

This creates a black list of those who are not suited to take charge of the mentally afflicted, yet, as no such regulation exists for idiot asylums, undesirable characters can readily pass from lunatic to imbecile asylums or *vice versa* while there is nothing in the Idiots' Act or any regulations for idiot asylums to make it compulsory that persons guilty of misconduct or cruelty to patients should be reported to the Commissioners.

9721. (*Mr. Byrne.*) With reference to your remarks upon "Treatment" in your memorandum (p. 565) you say: "The question as to whether there should be certificates for permanent and compulsory detention should, I think, be left open for the present, as public opinion is not ready for it." You have heard the evidence which Dr. Blandford has just given?—Yes.

9722. I take it from this that you probably do not quite agree with that view. You think public opinion would not admit of the capture and detention of persons such as he described?—I think, if I may say so, that Dr. Blandford was dealing with rather a different subject. You are dealing with incipient insanity, and with the training of defective children. The two things are really different. I do not mention receiving-houses, but certainly I should be strongly in favour of them. I have treated a good many young adolescents threatening insanity, and I am quite sure we get very good results with them. They certainly do in Glasgow, and they save a very large number of cases from going into asylums.

9723. Which method do you think would be most effectual in preventing the supply of mentally defectives, the receiving house system, or the private care system?—The private care system can only be used for private patients, it is too expensive for the other patients. The receiving-house system and especially if nearly allied to a hospital, with medical nursing, would be more beneficial in the treatment of borderland cases. I receive them and 75 per cent. of them are put to bed and nursed.

9724. About the children in Special Schools you say: "The question as to whether there should be certificates for the permanent and compulsory detention should be left open for the present." Do you think public opinion is not yet ripe for arrangements being made for the detention of such children as are proved by experience in the schools to be unfit to be at large?—It is ripe for the detention of children, but not the permanent detention of adults.

9725. At the age of sixteen?—I advocate extending that to at least twenty-one compulsorily, and with the option of further extension to twenty-five on a medical certificate.

9726. In the case of the genuine feeble-minded people there would be no difference between sixteen, twenty-one,

and twenty-five?—A great deal; they develop; a certain number of them become self-supporting, a certain number will do well outside in the world.

9727. They become self-supporting in freedom?—Yes, a certain number of them return to the ordinary schools.

9728. Those are not feeble-minded cases?—They are temporarily feeble-minded, they are certainly not strong-minded. They are not what you would term backward.

9729. We have had some evidence, rather emphatically expressed, to the effect that genuine mental defect is not curable to any extent; that you can make people behave well, inculcate orderly habits, and make them work under supervision in schools, but there is no such thing as curing mental defect. Is not that your opinion?—If a person is once defective, he will always be defective slightly; but you can minimise that so much that he can take his place in the outside world, that is in the minority of cases.

9730. And the good results can be brought about sometimes after the age of sixteen, eighteen, or twenty?—Undoubtedly.

9731. With reference to your additional memorandum, most of the suggestions are in the direction of applying the more stringent provisions of the Lunacy Act to idiots?—Yes.

9732. I think you have had very considerable experience, among other places, at Earlswood. Are these suggestions made by you in consequence of things which have been before your eyes which show that desirability?—I do not wish to go into anything which would be detrimental to the interests of Earlswood, but I am quite sure it would be an advantage. I can only speak of my own experience, though I know that things are very much more modern at Earlswood than they were in my time.

9733. If you take the provisions with regard to re-certification and so on, there is no such thing as detention at Earlswood, or any other place, of a person who is not an imbecile in a high degree, is there?—I can go so far as to say that on more than one occasion I received patients at Earlswood, and in my report to the Committee, I said: This is not a case which ought to be admitted to Earlswood, but there is nowhere else to send it, and to leave it at home would be certain failure." I admitted certain feeble-minded cases and visitors came down and said, "There is nothing the matter with that child, is there?"

9734. If they are not fit to be at large, why should not they be at Earlswood? It provides for every class from the lowest idiot to the highest class of feeble-minded?—They claim that they do, but they should not.

9735. I do not understand?—I do not think that children who are very near the normal and who are likely to take their place in the outside world should be associated with idiots and imbeciles. Another thing which I mention in my evidence is that, if you want to train a person to take any position in the outside world, you must cultivate individuality. In Earlswood you train a person for asylum life and he is not fit for any other. Some of these cases do go from Earlswood. Take one instance; in the annual report we hear of an Earlswood patient serving in South Africa. If a person is capable of doing that I should say he should not be in an idiot asylum. If persons are capable of earning £1 or 25s. a week at carpentering or printing, I do not think it is fair they should be in idiot asylums.

9736. Would you recommend, if institutions of a more suitable sort came into existence for dealing with the slightest degree of imbecility, and it is found that certain numbers of these people can be kept in places under supervision and helped to maintain themselves, that all the lowest grade imbeciles should be taken out of idiot asylums and put into these other institutions?—The feeble-minded; not the high grade imbecile. I advocate annexes for those; I think a high grade imbecile who can do a good deal of work and appreciate his surroundings should have something better than the lower grade of imbecile. Therefore, I advocate annexes attached to the present idiot asylums for the high grade imbeciles rather than the colony system which is much more expensive. I do not think the high grade imbecile will repay for the colony system, but the feeble-minded will repay.

9737. That is the thought that is at the bottom of your recommendation about detaining the idiots. It is not for the idiots that you want it stricter but for the more slightly imbecile; they require to have their freedom more jealously guarded?—No, it was not simply that. It is due to my experience. I had occasion to dismiss a servant for striking a patient. Under ordinary circumstances under the Lunacy Act that would be reported to the Commissioners in Lunacy, but there is nothing that I know of in the Idiots Act to force you to do that. If these stringent regulations are necessary for the Lunacy Act, they ought to be equally necessary for the Idiots Act.

9738. The inspection of the Idiot Asylum by the Commissioners is of the same nature and quality as the inspection of a County Asylum, is it not?—It depends. As far as I read the Act (the whole thing is very ambiguous I think) the Commissioners have little power of enforcing what they want. Supposing they think things are wrong in the management of buildings or things of that sort, they may make recommendations, but these recommendations may exist on the books for twenty years and be taken no notice of.

9739. Have you had experience which shows that the provision made for idiots and imbeciles in the families of comparatively poor people is insufficient?—The boarding out of them do you mean?

9740. Have you had any cases in which people have applied to you: "We have an idiot son; what are we to do with him? We are not paupers, but we cannot afford to pay the 15s. or £2 a week which we would have to pay?"?—It might be done and might be done satisfactorily, but it involves a great deal of supervision. It will increase the work of the Lunacy Commissioners tremendously if that is included.

9741. We have been told that the accommodation for idiots in England is insufficient; is that your experience?—It is insufficient if all the cases are placed there that should be.

9742. May I repeat the question: do you believe that there are many idiots and imbeciles living with their families now?—Yes, a good many.

9743. And it would be expedient that they should not?—Very much better for them.

9744. Has that been brought before you markedly? Is it in your mind a crying evil which requires remedy?—These cases only come to light occasionally. There was an action brought about an idiot being improperly cared for a year or two ago. There are a good many which do not come to light, no doubt.

9745. May I put a case to you as to which we had an inquiry yesterday at the Home Office? The Commanding Officer of a regiment stated that one of the sergeants, a very good man, had an idiot daughter aged about three, absolutely an unimprovable idiot, incapable of helping herself in any way. His regiment was going to India. The sergeant is a man of very good position and quite well off while he is with his regiment. He does not know what on earth to do with his daughter when he takes the rest of his family to India. He has asked the Guardians what they will do. The Guardians say, "Nothing; you are not a pauper; we will have nothing to do with the case; you must take it to India, or give it up to one of your relations to keep, or we will give you an introduction to the Royal Albert if you can afford 25s. a week." We have some reason to believe at the Home Office that cases of that sort are not uncommon. What would you do to help that man?—I should tell the man that if he absolutely must do something, or something must be done for him, the Relieving Officer is bound to act if that child be not properly cared for, and if he has to go to India and leave the child improperly cared for, the Relieving Officer and the parish authorities must act. They may claim their money afterwards from him.

9746. So you think the existing arrangements are sufficient. You know it is within the discretion of the Guardians whether they will act or not. In this case the man has to put it to the Guardians: "I am going to India,

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the month after next. I am going to leave my daughter on the door-step," so to speak ?—Then they must act when she is left.

9747. They say they will not ?—He can force them to when he leaves, if he does not make provision for the child.

9748. He can go away and leave his daughter ?—And they are bound to do it.

9749. But he has to commit a criminal offence then ; he has to abandon the child in such a manner as to cause it unnecessary suffering ; so the law does not deal with it properly ?—It may be done without suffering : for instance, there is sometimes trouble about Boards taking lunacy cases ; they do not always like to take them ; and cases from Earlswood, which is the same thing. It creates a lot of trouble for them, and they do not like to take it. If a person is made a wandering lunatic, or if they are told a person will be made a wandering lunatic, they are bound to act, and having told them that, they will act without forcing you to make the case a wandering lunatic.

9750. You think there is no necessity to change the law so as to make any person in the position of a man, say, with the equivalent of 20s.or 25s. a week, able to call upon the Guardians to take care of his idiot child, and then for the Guardians to make him pay what they think proper out of his means ?—It would be advantageous. If there is all this trouble, it would do away with it.

9751. So you would recommend that ?—Yes, certainly.

9752. (*Mr. Loch.*) I understood you to say you wanted to bring together under one Authority the lunatics, and the high grade and the low grade imbeciles, and bring the idiots and lunatics under an alteration of the Idiots Act under the Commissioners ?—I would leave the idiots, the low grade imbeciles and high grade imbeciles under the Lunacy Commissioners. All above that, that is the feeble-minded and what I have termed here the potential lunatic, who is really feeble-minded, I would place under a separate Board.

9753. What is your idea of the relations between these two Boards ? Would your idea be that the institution should be so managed that the patient should be moved from under the care of one to the care of the other ; for instance, when a feeble-minded case turns to insanity ? —Then he would be certified in the ordinary course of events, and placed under the Lunacy Commissioners in an asylum.

9754. You think it is better to have two distinct bodies rather than to have one Board to deal with the whole question of defect ?—Yes, because you are dealing with a lot of nervous and hyper-sensitive cases who are aware of the fact that they are different from ordinary people, and they go in a sort of dread of insanity, and anything which brings this home to them is extremely painful and certainly detrimental.

9755. You do not think that if the general name for the body that might manage the whole Department was not the "Lunacy Commissioners" or a "body for dealing with the Insane," that difficulty might to a certain extent, be met ?—I am afraid altering the term would not work satisfactorily. It would for a time. It is just the same as altering the names of lunatic asylums ; it does not matter what you call them. If you call them "X," in a few years it carries the same stigma.

9756. That would affect everything, both the provision you make for the low grade imbecile and the provision you make for the defective ?—If you put them all together.

9757. Or even separately, because the word "feeble-minded itself may have a bad connotation later on ?— "Feeble-minded" is so vague; it is used for such a large class. It is a bad term, and I think we want a fresh one.

9758. What would you suggest ?—I am not prepared to suggest one at present. I have no doubt one could easily be coined.

9759. You referre l to persons who went back to the world after having been treated and you thought that they could regain their position in life. Would there be, in your mind, any difficulty about their marrying, or anything of that kind ?—It always is a difficulty, but I do not see quite how you are going to illegalise marriage, short of absolute restraint altogether.

9760. In the circumstances you would not prefer absolute restraint in a colony under certification ?—When a person has been through the system which I suggest, has been to a farm school and trained, then put on a small holding where he can carry on his trade, or his farm work, which is certainly better than a trade ; then if he is improved he is placed with farmers or boarded out, but still kept under supervision, If then a patient has proved himself reliable, I do not see why he should not have his liberty, that is if he is certified as safe by a medical officer.

9761. Would you have an "after-care" arrangement for looking after him when he left ?—I think I would keep them all on the register. An "after-care" association would of course do extremely good work, especially watching, helping, and giving advice. But nevertheless I would keep them all on the register of defectives until they are discharged. A certain number, I think, it is possible to regenerate altogether. Take the example of some of our colonies. Some of the best blood in our colonies has descended from the criminal population, which is known to be largely defective. The percentage of histories of insanity in the families is certainly very high amongst criminals and a good many of them become insane, and yet a great many of these make extremely good colonists and the stock regenerates, but it is only within very slight limits.

9762. You refer in your statement (p. 565), to the number of vagrants possibly being affected by the action you suggest. Have you ever made an inquiry as to the number of feeble-minded that might be found amongst vagrants ?—I have not actually made inquiries, but it is a subject I have taken a good deal of interest in. I have made inquiries about people interested in shelters, and made inquiries of the Salvation Army colonies and so on. From what one has seen of them, their expressions and so on, I should not hesitate to say that at least 75 per cent. of them are of feeble mind. Of course, vagrancy, or rather, wandering, is a very common symptom of early disease, especially in adolescents. They wander aimlessly, and do not know why. It is common with those slightly defective congenitally. They become vagrants and it soon becomes habitual. The experience of the colonies like the Salvation Army colonies and others that deal with adults is not very encouraging in making them self-supporting, but I think if we take them early and train them before they become adults, we can make them self-supporting, or very largely so.

9763. Would you be in favour of inspection of adults, or rather what we call the "ins and outs," with a view to ascertaining whether they are defective or not ?—It would be better, but I am afraid you will not be able to do much with them when you find them.

9764. You think it will be well to ascertain ?—I think it would be a good thing to ascertain the percentage of actually defectives in all those classes.

9765. Supposing they were ascertained, what would you do ? Would you propose to deal with them, according to their standard of weakness, in colonies, or in some other way ?—Yes.

9766. Would you propose to use the condition of pauperism as a condition which allowed of our doing very much more than treating them from the point of view of destitution ?—You mean restrain them ?

9767. Yes ?—That is bound to come. I myself should be in favour of it ; when it is proved that a person cannot be improved beyond a certain point, that he cannot provide for himself, and is incapable of looking after himself, although he is not actually insane or imbecile, he must be taken care of. I do not think public opinion is sufficiently educated up to the fact for us to advocate the permanent certificate at present ; but in a few years when we have investigated all these vagrants and when we have got our schools working we shall prove the necessity for something of that sort.

9768. Would you be in favour of a receiving house for vagrants and others who ought to be under inspection in that way more or less, clearing the ground as to whether they should or should not be retained ?—It is rather a characteristic of the vagrants that they will not stop ; unless you have some sort of compulsion they will not remain ; it is a sort of craving that comes upon them.

9769. I take that for granted; that is why I asked the question, because they would be here to-day and gone to-morrow, and unless you see more of them than that, you will be hardly able to judge?—I should be in favour of permanent restraint if there is any likelihood of getting it.

9770. Would you be in favour of the medical officer of the infirmary or workhouse reporting these cases as a matter of course?—That depends on the staff; they have plenty to do at present.

9771. I take that for granted too. I am thinking what should be?—I think a medical officer of a workhouse has hardly the opportunity of seeing enough insanity. When you get so near to the normal amongst these people, who are slightly defective congenitally, you get curious mixtures of mental disorder and defect, and the person who is going to supervise them wants experience of lunacy and imbecility; it is special work.

9772. Would you ask the medical officer of health to intervene?—No, I am afraid he knows very little about it.

9773. Would you have any special relations between these institutions and men who are skilled in this work?—Unless you can get specialists or those with mental experience, the superintendent of the workhouse, who has some experience, would be the best person.

9774. I understand that you attach value to this with a view to prevention of disease later on?—I think the only way of coping with the increase of mental and nervous disorders in this country is by prevention.

9775. And this would be one method?—I think so.

9776. Have you thought whether, with an institution as a central institution and a medical staff attached to it, it could be arranged to board out in the district to a considerable extent cases which would otherwise be dealt with only in a very expensive manner, so that these people should be in a village under the control and general supervision of a central medical staff?—Yes, I think that would do well.

9777. You think it would do well in England?—I think so; there are plenty of suitable villages.

9778. Would it have to be a country place?—Yes, for preference.

9779. Would you have to arrange specially that there should be houses built so as to meet the requirements of sanitation?—It would, if we are going for the ideal thing. The expense is unfortunately a serious item, but the question of being in the country I should make absolutely essential, especially for adolescents. You have people who are defective in control; they have the ordinary passions and appetites of natural people, and unless they have outdoor work or something of that sort they will certainly have an outbreak of some sort or another. You cannot control them unless you can produce a certain amount of physical fatigue.

9780. You see no overwhelming difficulty in having a centre like that with people living in cottages in the neighbourhood under medical supervision, and doing the work in farms and other places about?—No.

9781. That would seem to you to be right?—It is right, but it is not the best thing; if you can have a small holding with people who have experience of work on the land, and also experience of these cases, it would be better.

9782. You mean some association in the place to hold these holdings for the benefit of particular classes?—Yes.

9783. That would be an association allied to those that were managing these institutions?—Yes.

9784. Possibly allied to the department which is dealing with this on your proposal?—Yes, I think they would be the best authorities.

9785. (*Dr Dunlop.*) You have studied the question of labour colonies, or looked into it?—I have looked into it.

9786. You know the Salvation Army colony at Hadleigh?—Yes.

9787. You are very sanguine about these colonies paying their way?—Yes.

9788. Can you name a single instance of a labour colony that has paid its way?—I may mention to you an instance which is a very good instance, though it is excepitonal, a farm school existing close to me where destitute boys are trained, and they make a speciality of farming and encouraging them to go on to farms afterwards. They have a farm of forty acres, six being arable. They pay the farm bailiff £100 a year and his keep. They have a gardener to do the six acres of arable land. They are now paying two boys, over sixteen, half-a-crown a week, who stay voluntarily; and they have twenty-five boys at work on the farm and eighty-seven in the school. Last year from that forty acres the school made £500 profit.

9789. Was the £500 sufficient to maintain the school?—It is a profit on the farm.

9790. But was the £500 sufficient to maintain the school and pay the rent of it?—It paid the rent but would not keep all the boys. We must spend money in training them. It is much better to spend money in training them than in keeping them as lunatics, or criminals.

9791. I think that hardly justifies your opinion that that colony would be self-supporting because there is more money required to support the colony than is earned on the farm?—Here is a farm which makes £500 a year. It takes £25 to keep a boy. Put it at less than £500, knock off £100 for depreciation. £400 a year out of forty acres; that will keep sixteen boys who will do the work of the farm.

9792. It does not keep the eighty boys?—No; it keeps those who have been trained; they will keep themselves by working on the farm.

9793. Can you tell me about the receipts at the Salvation Army colony at Hadleigh?—No.

9794. Would you be surprised to hear it costs a good deal to maintain it, over and above what they earn?—I know it does; they maintain that the work of the inmates does not repay.

9795. It never has and never will?—I doubt whether it will. As long as you take adults who are deficient, or who are failures, there will be no hope of it, but if you can catch them in school life and can train them, then I think there is a hope of their doing something towards their keep; if they only do something it is worth while.

9796. I think your opinion is that there is no chance of their being self-supporting; they will always require money in aid?—I say the Salvation Army colony will never be self-supporting for the simple reason that they take adults whose habits and characters are formed.

9797. Do you think there is a greater profit on children than on adults?—There is a greater profit on a trained adult than there is on the untrained.

9798. You make a very hard and fast distinction between the feeble-minded and imbeciles and idiots. You say they ought to be treated under a separate Board. One of your reasons for this separation is that the nearer the normal the more likely are we to get insanity and crime. Do you mean that statement?—I mean to say the higher developed the mind of the defective, the more you get instability of mind, and actual insanity develops; or they are what I term potential lunatics. I maintain that if you put them under special training and look after them, you can save a great many of them from becoming insane.

9799. But this statement itself "the nearer the normal the more likely are we to get insanity and crime," is very far reaching?—I mean, the nearer the normal, in development, the more you get instability of mind. They become, some of them excitable, some of them restless, and some mildly maniacal—some do become maniacal.

9800. We have had a lot of evidence that feeble-minded persons are very much more liable to commit crimes than the normal persons. Now you come and tell us the nearer the normal the greater the chance of crime?—The idiot has not the mind to commit any very serious crime unless it is in a wanton rage.

9801. I suppose idiots die before they can commit crime?—Not necessarily so.

9802. Most of them do?—No, a great many live.

Questions 9803 to 9833.

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9803. You say anti-social acts are rather common amongst imbeciles. Have you experience to warrant that assertion?—They are common amongst feeble-minded and uncommon amongst idiots and imbeciles.

9804. Are you aware that a good many imbeciles find their way into criminal lunatic asylums?—A large number of feeble-minded do.

9805. But you say that imbeciles do not find their way there?—With imbeciles and idiots you do not get nearly so much tendency towards crime as you do in the feeble-minded.

9806. The nearer the normal the greater the tendency to crime, is your opinion?—Yes.

9807. According to that, on an ascending scale, the normal are much more liable to crime than the feeble-minded?—No, not the absolutely normal. You are dealing with defective people, who are feeble-minded.

9808. Putting it in the form of a curve—a graphic representation—the nearer the normal the greater the tendency to crime?—Perhaps "normal" is not a very good term, but I have explained what I mean by it.

9809. There is another point that I would like you to explain; you refer to *dementia praecox* as a form of mental debility requiring some recognition. You say, "All of us are born with a variable amount of mental energy or vitality" and that can be used up?—Yes.

9810. Is there no chance in life of replenishing our mental energy?—There is to a certain extent. If you overwork you become senile prematurely, just as if you go in for excesses in other ways.

9811. We can replenish our mental energy by beef steak in the same way as we do our muscular energy?—Yes, to a certain extent, but every man inherits a certain amount of force. I say that because I see people becoming weak-minded at practically every time of life. I see ordinary senility and I see premature senility. I see people get weak minded and childish at forty and thirty, and so you go on right down to childhood.

9812. That is not the generally accepted opinion in the medical profession, is it?—I do not know that; I think a a good many people have the same experience.

9813. (*Dr. Needham.*) I see amongst the very grave and serious defects of the Idiots Act, which you have incorporated in your statement, you omit one, that there is no provision in reference to the ill-treatment of idiots. The section of the Lunacy Act which provides for the punishment of people who illtreat and neglect lunatics does not apply to idiot asylums?—So I understand.

9814. The only way in which you can proceed against persons for ill-treating idiots is under the common law, not the special law?—Unless you bring them under the lunacy law where it says a lunatic means "idiot or person of unsound mind."

9815. The Idiots Act expressly excludes them?—But the Lunacy Act does not; the Lunacy Act in the definitions at the end says that for the purposes of the Act a lunatic is an idiot or person of unsound mind; that is why there is such a muddle.

9816. That is true; but do you refer to the Idiots Act?—The Idiots Act, Clause 11 says these terms do not refer to people under the Idiots Act.

9817. As regards the statement of facts in the certificate, do you think it is essential that facts should be stated? Is it not sufficient, having regard to the class of cases who are sent to idiot asylums, that the certificate should state just merely what it does state now?—I think it would be sufficient if something like my suggestions were carried out and persons admitted to idiot asylums are simply the idiot and high grade imbecile, but as long as the idiot asylums admit people who are very near the normal, the feeble-minded, I think it wants something more than that.

9818. On page 566 (col. 1), you say something should be done to prevent female imbeciles doing work on the male side, especially in the dormitories. Have you any special reason for saying that?—Simply that I have known it done.

9819. Have you known any ill results follow it?—Prevention is better than cure.

9820. Are you speaking of any specific instance in your experience?—Not directly under my experience. I know there was trouble at another imbecile asylum where a female patient became pregnant, but at Earlswood I never saw any actual trouble, although some of the female patients did work on the male side.

9821. Did work on the male side without the presence of nurses with them?—I have seen a patient on the male side. I have seen a young girl sent up to the male side to take things such as linen, and that sort of thing.

9822. On page 565 (col. 2), you say that the Lunacy Commissioners have no power to visit every part of the buildings. If you refer to Section 12 of the Idiots Act, I think you will find that they have?—"The Commissioners shall at least once in every twelve months visit and inspect every hospital, institution, and licensed house, registered under this Act, and all the children and other persons under treatment therein."

9823. They shall visit all the persons; and of course, visiting and inspecting the building means visiting and inspecting every part of it?—Apparently it is necessary in the Lunacy Act; my point was if it is necessary in the Lunacy Act it is necessary in the other.

9824. It specifically says, under Section 12 of the Idiots Act, "That they shall visit and inspect?"—I believe I am right in saying that in the Lunacy Act there are certain penalties for not showing every part, or obstructing, or anything of that sort; those are not in the Idiots Act.

9825. (*Chairman.*) Is there anything you wish to add?—Perhaps I ought to add something about the experience of this school here—it is a boys' farm Home at East Barnet—there, of course, they do get some of the feeble-minded. It has been rather argued, apparently, that these cases cannot be self-supporting, or are not likely to be. They sometimes get feeble-minded children there, boys, who they tell me they could not, from defect, pass on higher than Standard I. or Standard II.; yet some of those boys have gone out and kept themselves and done well as agricultural labourers: they are doing well, behaving themselves and earning their own living so that they really can be made self-supporting.

9826. (*Mr. Loch.*) Were those boys committed to the school?—Not for any crime: they were destitute.

9827. Under the Industrial Schools Act?—They were destitute; some were sent us by the Boards of Guardians for having undesirable parents: there are one or two sons of prostitutes. I think they are inspected.

9828. How long were they at the school?—They are kept until they are sixteen.

9829. Going there, generally, when?—About twelve. These boys work one day in the school and one day out. That is a system which I have known at other charity schools. Although these boys only spend half the time in scholastic work they are quite equal to, and the inspector says rather in advance of, those who do school work every day, which to my mind proves definitely that we spend a great deal too much time over scholastic work; we keep them in far too much.

9830. I know the school. Can you tell me how many boys of this type are in the school?—I do not know.

9831. You have only heard of this casually?—No, I made a special visit the other day. I wanted their experience especially as to what account they could turn their farm to. I talked with the chaplain and the superintendent. He has not been there very long at the present time, but he knew of some instances.

9832. Are there any boys there now of this type?—I could not say. I am going over there to see the school. They are in an exceptional position. They are near the town, and they can retail everything, so that they are in a position to make a handsome profit. Another thing is that when you discharge your cases when you have trained them, and made their work equal to 14s. or 15s. a week, you throw away 50 per cent. of their work. They cannot do that amount of work oustide, so it is a tremendous loss to the State.

9833. (*Dr. Needham.*) I want to draw attention to Section 321 of the Lunacy Act: "Any person who ob-

structs any Commissioner in the exercise of the powers conferred by this or any other Act shall be liable to a penalty not exceeding £50, and shall be guilty of a misdemeanour?"—Section 11 of the Idiots Act specially says that all these Acts regarding the lunatic asylums shall not refer to the idiot asylums; at any rate, the thing is a little vague.

9834. I think if anyone tried to obstruct the Commissioners in the discharge of their duty, they would find that section would apply, and be enforced?—I had not intended to say anything against the management of the idiot asylums or against the inspection, but it has struck me the Commissioners did not seem to have as much power as they ought, and I believe I am right in saying that has been stated for some years in the Blue Books of the Commissioners in Lunacy.

9835. (*Dr. Donkin.*) I want to ask you a question about the paragraph in which you state that the nearer the normal the defectives are the more likely are they to become insane and commit crime. I think the questions put by Dr. Dunlop might, in the minds of some, cause some confusion. I myself am entirely in accord with what you say, so much so that I could bring a large amount of evidence in favour of what you state from my experience in the prisons. Of the people who get long sentences a large number of weak-minded have no very obvious appearance of weak-mindedness. I take it you mean by defectives, people who have want of control, who can be easily led in one direction or another—the higher class of defective?—Yes, the feeble-minded.

9836. Their great characteristic, as apart from the normal, is a marked and obvious want of control, so that they can be influenced by the good or by the bad?—And preferably by the bad.

9837. So on the face of it, defectives, with many fairly good faculties, are much more likely to be got hold of and to do evil than those who are approaching the lower forms of idiocy or imbecility?—Yes. *H. Corner, Esq., M.D.*

9838. That is what you mean?—Yes; I say insanity is much more common amongst those high grade cases. I might have said "moral insanity" instead of "crime": but "moral insanity" is an expression which a good many people do not like so I said "crime." 21 July 1905.

9839. Attacks of insanity and crime are much more likely to take place among the higher class of imbecile—the higher class of feeble-minded—than among the lower?—Yes.

9840. One has some mind to be disordered; the other has but little mind at all?—Yes. Might I refer to the question of Section 116 D of the Lunacy Act? It is a thing which commonly comes before me, the question of the administration of property. Sub-section D refers to every person not so detained, and not found a lunatic by inquisition with regard to whom it is proved to the satisfaction of the Judge-in-Lunacy that such person is through mental infirmity arising from disease or age incapable of managing his affairs. We very frequently have cases where we cannot say it is a disease; they are very near the normal yet they are quite unable to manage their affairs; they have no business capacity. You cannot make an affidavit that it is through disease. If they once had a normal mind and became weak-minded you could certify it was disease. It was not ordinary age or senility. I have suggested here that congenital defect should be included. I have had several cases with the Official Solicitor, and we have had great difficulty to know what to do. Sometimes we get them to make a settlement on themselves, but the whole thing is very unsatisfactory.

9841. (*Mr. Byrne.*) What would you think if all the words in Section 116 after "infirmity" were left out? Would not that meet your wishes in a simpler way?—Yes, that would meet it perfectly I think.

G. E. SHUTTLEWORTH, Esq., B.A., M.D., M.R.C.S. (Eng.) etc., called; and Examined.

9842. You have been so kind as to give us a statement of your evidence, may we put that on our notes?—Yes. *G. E. Shuttleworth, Esq., B.A., M.D., M.R.C.S. (Eng.), etc.*

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STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY G. E. SHUTTLEWORTH, ESQ., B.A., M.D., M.R.C.S. (ENG.), ETC., MEDICAL EXPERT (1901-5), ROCHESTER HOUSE INSTITUTION FOR IMPROVABLE IMBECILES, METROPOLITIAN ASYLUMS BOARD: CONSULTING MEDICAL OFFICER, NATIONAL ASSOCIATION FOR THE WELFARE OF THE FEEBLE-MINDED; MEDICAL EXAMINER OF DEFECTIVE CHILDREN, WILLESDEN EDUCATION COMMITTEE; FORMERLY MEDICAL SUPERINTENDENT OF THE ROYAL ALBERT ASYLUM FOR IDIOTS AND IMBECILES OF THE NORTHERN COUNTIES, LANCASTER (1870-1893); AND MEDICAL EXAMINER OF DEFECTIVE AND EPILECTIC CHILDREN, UNDER (LATE) SCHOOL BOARD FOR LONDON (1898-1901); MEMBER OF (BOARD OF EDUCATION) DEPARTMENTAL COMMITTEE ON DEFECTIVE AND EPILEPTIC CHILDREN (1897-8), AND OF SPECIAL COMMITTEE ON THE TRAINING OF DEFECTIVE, EPILEPTIC, DEAF AND BLIND CHILDREN, APPOINTED BY SURREY COUNTY EDUCATION COMMITTEE, 1904. AUTHOR OF "MENTALLY DEFICIENT CHILDREN: THEIR TREATMENT AND TRAINING," ETC.

EXISTING METHODS OF DEALING WITH IDIOTS AND WITH IMBECILE FEEBLE-MINDED OR DEFECTIVE PERSONS NOT CERTIFIED UNDER THE LUNACY LAWS.

A. IDIOTS AND IMBECILES UNDER THE IDIOTS ACT OF 1886.

1. *History of Idiots Act.*

Previous to 1886 the certification of those admitted, to the Voluntary Institutions for Idiots and Imbeciles (such as Earlswood, the Royal Albert Asylum, Lancaster, the Eastern Counties Asylum, Colchester, and the Midland and Western Counties Asylums for Idiots) was regulated under the ordinary provisions of the Lunacy Law, which required them, however young, to be certified by two medical practitioners either as "a Lunatic, an Idiot, or a person of unsound mind." In 1884 the Institutions (notably the Royal Albert Asylum) drew up a memorandum (subsequently presented to the Lord Chancellor and the Lunacy Commissioners) setting forth the inappropriateness of the Lunacy forms to the cases they dealt with—mostly children sent for training—and in 1885 clauses were introduced into a Government measure for amending the Lunacy Law, modifying the stringent regulations imposed on lunatic asylums in favour of institutions registered exclusively for the care of idiots and imbeciles. These clauses formed the basis of the Idiots Bill, which, when passed on June 25, 1886, became the "Idiots Act, 1886" (49 and 50 Vict., Ch., 25), and at present regulates the working of what are officially designated "Idiot Establishments."

The medical certificate required in the case of a patient to be admitted to such an establishment simply states that in the opinion of the certifier the candidate "is an idiot (*or* has been imbecile from birth *or* for . . . years past *or* from an early age) and is capable of receiving benefit from the institution (describing it) registered under the Idiots Act, 1886." No magisterial authority is required, the patient being admitted to the institution simply on the request of parents or guardians.

The original memorandum above referred to suggested the designation "of deficient intellect" in place of "idiot or imbecile," and an "Institution for the care and training of the weak-minded" as a description of the establishment, but these terms were not adopted by those responsible for drafting the Bill.

"Imbecile" thus became for the first time a statutory term; and it is unfortunate that there is no legal definition of its connotation. The registered institutions contend that it properly includes the slighter as well as the more pronounced deviations from normal mental development, whereas in the Elementary Education (Defective and Epileptic Children) Act of 1899, a distinction is drawn between "imbecile" and "defective" children. In America the term "Feeble-minded" has come to be applied to every grade of mental defect (from the highest to the lowest) and the registered institutions in England have recently adopted this term in their titles in substitution for, or in addition to, their original titles of "asylums for Idiots and Imbeciles."

As will hereafter be more fully set forth the term "Feeble-minded" has been generally used in England to denote a less marked degree of mental defect than the term imbecile: depending, it may be, in childhood, on adverse physical conditions interfering with normal brain action and not necessarily upon congenital and irremediable defects of structure, that is to say the characteristic may be functional defect in mental manifesta-

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tion. The comprehensive use of the term "feeble minded" in the American acceptation tends to confuse classification, and the technical use of the term "mentally defective" in the Act of 1899 was due to a desire to avoid the ambiguity attaching to the term "feeble-minded" (See Report of Departmental Committee on Defective and Epileptic Children, 1898, p. 3.)

There has moreover been a tendency in England to discard the term "idiot" and include under the term "imbecile" even the lower grades of mental defect, so that a distinctive name for borderland cases, such as "Mentally feeble," would appear to be even more desirable than formerly. So far as the Act of 1899 is concerned "the practical test of imbecility must, for school purposes, be incapacity to benefit from instruction in the special classes" (Report p. 9).

(The provisions of the Idiots Act do not apply to Poor Law Institutions such as Darenth, and children therein have still to be certified under the general Lunacy Law as "lunatics, idiots or persons or unsound mind." Simplification in the mode of certifying children for pauper asylums for imbeciles seems desirable.)

2. *Probable number of idiots and imbeciles in England and Wales, and inadequacy of existing institution accommodation.*

At the census of 1881 the number of idiots and imbeciles returned in the Householders' Schedules was 16,105 males and 16,612 females, total 32,717 out of a population of 25,974,439, being in the proportion of one idiot or imbecile to 794 of the population. The Census Commissioners thought these returns so inadequate and untrustworthy that the column for idiots and imbeciles was omitted in the Census Schedule of 1891; but in 1901 the heading "Imbecile or Feeble-minded" was substituted with the result that the Householders' Schedules showed 24,480 males 24,402 females, total 48,882 of this class in a population of 32,527,843, being in the proportion of one imbecile or feeble-minded person to 665 of the population. At least one-fourth of the cases returned were under twenty years of age. It seems fair to assume that most of those returned by their friends as "feeble-minded" are markedly so; and making allowances for deficiencies noted it may be fairly surmised that not less than 50,000 might be classed as idiots and imbeciles, of whom over 12,000 would be under twenty years of age. At present the utmost accommodation afforded by the voluntary institutions—and these devote themselves more especially to the care of juvenile idiots and imbeciles—does not amount to 2,000 beds, and the Metropolitan Asylums Board provide accommodation for about 1,300 imbeciles (educable and uneducable) under twenty years of age; and 5,300 classed as imbeciles (many of them senile dements) of various higher ages. Certain County Asylum committees have provided separate accommodation for imbeciles as distinguished from insane patients—including educable young imbeciles—to the extent of about 600. Thus the accommodation provided in England and Wales, apart from ordinary lunatic wards in asylums and workhouses, does not exceed provision for 9,200 in the aggregate, more than two-thirds of which is provided by the Metropolitan Asylums Board and is practically limited to the County of London. The inadequacy of arrangements for other parts of the country is very obvious. The accommodation provided by the voluntary institutions, speaking generally, is not of a permanent character, the rule being to take patients only for a term of seven years training, though it is admitted that in the great majority of cases a life-long supervision is desirable. On the whole, therefore, it would appear that less than one-fifth of the imbecile population of England and Wales is provided for either by Poor Law or County Authorities or by the voluntary institutions. The need of (1) Training institutions, and (2) permanent industrial colonies is very apparent. The Lunacy Act, 1890, (Section 241) gives power to local authorities to "provide separate asylums for idiots or patients suffering from any particular class of mental disorder," but this power, being permissive simply, has been used only to a limited extent.

ARRANGEMENTS IN OTHER COUNTRIES FOR THE CARE AND TREATMENT OF IDIOTS, IMBECILES, AND FEEBLE-MINDED.

1. *United States of America.*

From the year 1848 when the first "experimental school" was established by Dr. Howe at Boston, Massachusetts, receiving three years later incorporation under the name of the "Massachusetts School for Idiotic and Feeble-minded Youth," the more progressive States of the Union have recognised as a State duty the education and management of all children who by reason of mental infirmity are not fit subjects for ordinary school instruction. Massachusetts, New York, Pennsylvania, and Ohio were the pioneer States in this movement. Up to 1874 seven States had established (or adopted) institutions, some (*e.g.*, the Pennsylvania institution) having originally been founded as voluntary charities. It is to be noted that these establishments were originally organised as educational insitutions—in Dr. Howes' words as "a link in the chain of common schools—the last indeed but still a necessary link to embrace all the children in the State." Though some (*e.g.* the New York institution) were originally designated "asylums for idiots," prominence was given to the educational character of their work, and in process of time all were called schools or institutions for the "feeble-minded," this more euphemistic term being adopted to cover all grades of mental defect. At present there are in the United States twenty-five public institutions for "feeble-minded," three of them being exclusively custodial institutions for adults. Most of the older institutions have a custodial department in addition to the educational department. At the Pennsylvania institution they are on the same estate; in Massachusetts there is a custodial establishment at Templeton supplementary to the school department at Waverley.

Children are admitted to the American institutions on a certificate stating that "they are not insane but so deficient in mental ability that they cannot be taught in ordinary schools as others of their age are." (Syracuse, N.Y., certificate). Requests for admission are made either by the parents or guardians, or in case of destitute children by the "Superintendent of Poor." Payment is exacted in proportion to the means of the parents, which have to be vouched for by the affidavit of two substantial citizens. There seem to be no official limitations as to age of admission or retention, and in the majority of States there is no compulsory law forcing parents to send their deficient children to institutions or as to permanent detention. In Massachusetts there is, however, a form of "commitment" to the custodial institution at Templeton under the authority of the Judge of the Probate Court of the county to which the patient belongs which justifies permanent detention. In Maryland children in the educational institution who have attained the age of twenty-one years and are still deficient may be reported to the Commissioner in Lunacy, and on his review of the case an order for commitment may be made.* There is

* The witness subsequently sent in the following information received from Dr. Fernald, Superintendent of the Massachusetts School for the Feeble-minded, Waverley :—

"As a rule the first motion for the commitment of a child does emanate from its parents. If a child has no friends or is a pauper, the primary application may be made by any person, usually by the local municipal authorities. Our law does not require the approval of the parents for this commitment. Only this week two female patients were committed to this School from a Reformatory for Girls against the wish of the parents; in fact, the parents appeared before the Court and protested against the commitment. The commitment was made nevertheless.

"The matter of the form of commitment is decided here at the school. We send a form for (*a*) instruction of (*b*) commitment according to the data furnished us in regard to the case. Unless a patient was already under criminal indictment or commitment I doubt if we could commit a patient not a pauper against the consent of the parents.

"A patient once committed to this institution may be permanently detained for life care if the Trustees regard this as necessary, even against the consent of the parents. We have at least 200 cases in the institution thus committed.

"I do not believe that a child of the Vanderbilt family or of any other family could be legally taken from its parents, even for the child's own good, unless the safety of the community was menaced. In this country if a person gives trouble in the community it is usually easy for the local authorities to convince the parents that application should be made for commitment. I think it would be a great mistake to try to commit such cases without the consent of the parents.

"You are right in assuming that cases which you would term paupers in your country are committed by request of the local authorities, or 'Superintendent of Poor,' as you call him, *in loco parentis*."

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in America a growing feeling that the majority of those admitted to the training institutions ought for their own protection and that of the community, as well as for the diminution of feeble-mindedness in the next generation, to be permanently cared for in Industrial Colonies and Custodial Institutions. In Connecticut and one or two other States, the marriage of epileptic, imbecile, and feeble-minded persons is prohibited by law unless the wife is more than forty-five years of age, and the legal enactment of compulsory asexualisation in the case of unimprovable idiots and imbeciles has been strongly advocated in some of the State legislatures, such a Bill having actually passed the Pennsylvania legislature though finally vetoed by the Governor.

In addition to the State Institutions for Feeble-minded receiving all grades of mentally defective children, special day classes for backward and abnormal children have been opened in connection with the public schools of Providence (Rhode Island), New York City, Philadelphia, Chicago, Boston, and Cleveland (Ohio).

2. *Arrangements in European Countries*:

France. Except at the Bicêtre and Salpétrière hospitals in Paris, and in connection with one or two of the Departmental Lunatic Asylums, there do not seem to be any systematic arrangements in France for the care of idiots and imbeciles apart from lunatics. There are one or two voluntary institutions (such as La Force) and some private establishments, and there are no special instruction classes in connection with the municipal schools, though these have been strongly advocated by Dr. Bourneville.

Germany. There are Idiot Asylums, both voluntary and State supported, and Institutions for Feeble-minded, chiefly voluntary or private. There are also a large number of auxiliary classes and schools (hilfs-schulen) in connection with the elementary school system.

Denmark has an admirable and adequate system of State Institutions—educational and custodial—for all classes of defectives.

Sweden. There are numerous small Institutions for Imbeciles and Feeble-minded children, chiefly charitable foundations, aided by Government grants.

Norway has three State Institutions for Imbeciles besides special schools for Feeble-minded children in connection with the public schools of Christiania and Bergen.

Switzerland has numerous charitable private Institutions for Imbeciles and for Feeble-minded children, and some special instruction classes for the latter in the larger towns.

Belgium has a few institutions for imbeciles established by religious orders and special departments of lunatic asylums (as at Ghent). There are also special classes for defective children in Brussels and Antwerp.

Italy has no State Asylums for imbeciles apart from lunatic asylums, but there are several private institutions; and classes for special instruction exist at Rome, Genoa, and Bologna.

Holland. There is an Institution for Imbeciles (charitably founded) at the Hague.

B. EXISTING METHODS OF DEALING WITH FEEBLE-MINDED OR DEFECTIVE PERSONS UNDER ELEMENTARY EDUCATION (DEFECTIVE AND EPILEPTIC CHILDREN) ACT, 1899.

1. *History of Differentiation of this class from Idiots and Imbeciles treated in Asylums and other Institutions registered under the Idiots Act* 1886.

The existence of a class of children who, while not in the opinion of most medical men certifiably imbecile, present a certain amount of mental deficiency disqualifying them from profiting by the ordinary educational curriculum and consequently require special modes of instruction was first officially recognised in 1889 in the Report of the Royal Commission on the "Blind, Deaf and Dumb and such other cases as from special circumstances would seem to require exceptional methods of education," the recommendation being "That with regard to *Feeble-minded children* they should be separated from ordinary scholars in public elementary schools, in order that they may receive special instruction, and that the attention of school-authorities be specially directed towards this object." A series of Committees under the auspices of the Charity Organisation Society, the British Medical Association, the British Association for the Advancement of Science and the London Meeting of the International Congress of Hygiene and Demography had studied the mental and physical condition of school children, and as a result a comprehensive report on the subject was published by the Childhood Society in 1895. The general conclusion arrived at was that of upwards of 100,000 children inspected (mostly in elementary schools), 18,127 of whom were closely examined, a percentage of 1·261 required, on account of mental or physical defects, "special instruction" apart from the other scholars.

In 1896 a Departmental Committee was appointed by the Lord President of the Committee of Council on Education to inquire into existing systems for the education of feeble-minded and defective children "not idiots or imbeciles," and to report on the best practical means for their discrimination and special instruction. This Committee arrived at the conclusion, from various sources of information both official and scientific, that there were actually in the elementary schools at least one per cent. of scholars who needed separation for special instruction. The recommendations of this Committee formed the basis of the Act of 1899—an Act which has now been adopted in sixty-nine education areas in England and Wales, and up to the present time accommodation has been provided for over 7,000 defective children, about one-tenth of whom are physically defective. As it may be estimated (upon the low proportion of one per cent. of children attending elementary schools) that at least 60,000 defective elementary school children require special instruction in England and Wales, much more remains to be done, especially in regard to providing for defective children scattered through rural areas, a question which has recently been under the consideration of the Surrey County Council, through its Education Committee, and seems to involve the necessity of Residential Schools in which the pupils may be gathered. The Act of 1899 does not, however, give compulsory powers for the removal, under these circumstances, of defective children from their homes for the purpose of special education, though epileptics may be so removed, as also blind and deaf.

2. *Suggestions.*—With amendment in this direction, the Act of 1899 should be made compulsory on all educational authorities.

The investigations on the physical and mental condition of school children have been hitherto chiefly confined to those in urban districts: it seems desirable that such investigations should be extended to rural districts and carried out by competent medical examiners on a scientific basis.

With regard to the selection of children appropriate for special instruction it is important that the examination should be made by medical examiners who have had some training in the scientific observation of children and of the characteristics of defective children.

Care should be taken not to admit to Special Schools children who can only satisfactorily be dealt with in resident institutions for imbeciles; and to weed such cases out of the Special Schools as soon as experience has shown that they are not likely to benefit by "special instruction." For this and other reasons careful records of progress should be kept by the teachers and inspected and verified by the medical examiner at his periodical visits.

Morally defective children are not appropriate cases for special instruction in day-classes. These should, as a rule, be certified as "imbecile" or "of unsound mind," and sent to asylums.

The application of the term "imbecile" (as required by the Idiots Act) is influenced by sentiment, but as a practical rule mentally defective children incapable of benefiting by special instruction so as to become fitted to earn their living and conduct themselves reasonably according to the standard of their own social class, may be so considered and become liable to detention as "imbeciles or persons of unsound mind" under the existing law.

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On the other hand the universal application of the term "imbecile" so as to include slight irregularities of mental action or development in children incapacitating them from benefiting by the ordinary school curriculum—(irregularities which in certain cases depend upon remediable physical causes affecting the functional activity of the brain)—would not be justified by public sentiment or by prevalent medical opinion. There is, therefore, justification for another term being used to designate such cases, either "feeble-minded" in its popular restricted sense or "mentally defective" as technically adopted in the Act of 1899. It is not always easy in the first instance to discriminate such cases from those depending upon original, and presumably irremediable, mental defect; and in any case unnecessarily opprobrious "labelling" during school age is to be deprecated. The susceptibilities of parents need to be considered in order to secure appropriate early treatment for mentally inferior children. There is not the same repugnance to sending them to a special day school as there is to recognising them as imbeciles needing to be sent to an "asylum"—"put away," as the popular phrase expresses it.

Special Schools, as organised under the Act of 1899, give facilities for the early recognition of "mentally defective" children, and for sorting out into proper categories the several degrees of mental defect. The progress of pupils under special instruction will soon make it clear whether they can be satisfactorily dealt with under home conditions, or require institution care of a permanent character.

3. *After-care.*—Some form of "after-care" is essential in all cases that have required to be educated in Special Schools. This is now universally recognised not only in this country but in all countries where the training of the mentally defective has been taken in hand; and in Denmark there is a very complete system of inspection of those who, after having been trained in institutions, are apprenticed to selected farmers and artisans. There is no doubt that the majority of those who have been certified in childhood as "mentally defective," and *a fortiori* those certified as "imbeciles," require to be permanently cared for in industrial colonies or custodial institutions. In fact, in all cases where proper home guardianship cannot be guaranteed compulsory life-long segregation is desirable not only for the sake of the individual but to prevent the propagation of the unfit. [The operative sterilization of imbeciles is hardly within the pale of practical legislation in this country at present, though (as previously mentioned) in Pennsylvania (U.S.) a Bill with this object passed the legislature recently but was vetoed by the State Governor.] Industrial colonies and custodial institutions need not be a heavy charge on the community, if carried on so as to utilise the labour of the colonists and with sufficient simplicity.

In order to co-ordinate the various agencies at work in connection with idiots, imbeciles, and feeble-minded or defective persons not certified under the lunacy laws, it seems desirable that a central supervising Government Department should be created *ad hoc*, and that locally the County Councils should have full administrative powers. Through their Education Committees they are in a position to organise and supervise special instruction for mentally-defective children of school age, and they should have power to determine what children at the end of this period require permanent detention either in custodial Homes or industrial colonies, and the County Council should, subject to appeal to the central authority, be empowered to enforce the removal of such young persons from their own homes when the parents are unable to give satisfactory guarantees of their ability to provide at home adequate care and control. The County Councils, either separately or in combination, should be required to provide the accommodation necessary for the permanent care of imbeciles and other chronic "defectives," making use of approved voluntary institutions for the purpose conveniently situated. For the purpose of determining which cases require permanent detention at the end of school-life it seems desirable that not only an expert medical report as to the pupil's condition but also the home circumstances should be considered; and contributions towards maintenance should be required from those parents capable of contributing.

As regards mentally-defective children of a higher social class than those attending public elementary schools the education (or other) authority should be satisfied that the parents provide special instruction of a suitable character in early life, and that as far as may be necessary adequate care and control be provided in adult life. The susceptibilities of parents should be respected so as to avoid unnecessary publicity and too stringent certification, especially in the case of children whose defect may possibly be transient.

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9843. (*Dr. Needham.*) You heard what Dr. Corner said as to the form of certificate for idiot asylums; do you think it is requisite to specify the facts upon which the conclusions are arrived at?—I think it would be better, and make the certifier more careful as to conclusions, were he obliged to specify the facts. I think there could be no objection to that.

9844. Do you think that as regards the feeble-minded, of a much higher grade of course than the idiot or imbecile, there would be some difficulty in specifying the facts in reference to them?—I think the less certification of cases of the higher grade the better. I should hardly put them under the same category for certificate as an idiot or imbecile.

9845. If you are going to deprive them of their liberty you will have to put them under some form of certification?—Yes.

9846. Do you think the form of certification which is now given for idiots would be sufficient, stating they are feeble minded, unable to earn their own living, unable to take care of themselves, without stating any facts upon which that evidence is based?—I should think it would be in their case if made by competent authority. I am inclined to think that so far as education is concerned it would be better not to label children by any deterrent name, but simply to say they require special training, in consequence of mental incapacity.

9847. Mentally defective you might call them?—That is what is done at the present time; they are certified as mentally defective. My point is that the more rigorously you label these children the greater is the difficulty in getting hold of them; friends are anxious they should have the benefit of training, but they do not like them to be called by an opprobrious name.

9848. You heard also what Dr. Corner said with reference to the amendment of the Idiots Act. Do you agree with that? Do you think that the Idiots Act is complete in that it does not provide for the punishment of people who neglect or who ill-treat idiots, that it does not provide for a limitation of mechanical restraint, that an institution for idiots may be registered as an idiot institution and may be altered so as to make it entirely unsuitable for an idiot institution, yet it can be continued as an idiot institution without power of revision? Do you think that that requires to be altered?—I have not considered this aspect of the case. As far as the administration of a registered institution is concerned I should think the general power you alluded to under the Lunacy Act would give power of punishment for ill-treatment, &c.

9849. I asked you because at one time you were Superintendent of an idiot asylum?—I am not aware of any abuse occurring through the Idiots Act at that asylum.

9850. You know the Idiots Act distinctly states that the provisions of the Lunacy Act in respect of almost everything I have mentioned do not apply to idiots—they are expressly excluded?—I have always taken that rather to mean as regards forms of returns and so on.

9851. But it says idiots or imbeciles do not include lunatics?—That is very enigmatic.

9852. You may take it from me that the Idiots Act does exclude idiot asylums from the operation of the Lunacy Acts in respect of those points which I have referred to?—In that case I should say it requires to be strengthened in respect of those points. In my memorandum I noted the history of the Idiots Act which was constructed by stringing together certain clauses from the proposed Lunacy Amendment Bill and the Bill passed through Parliament rather hurriedly, so I dare say some of those details were not considered at the time.

9853. (*Dr. Dunlop.*) I gather from your suggestions that you are strongly in favour of separating the milder congenital cases of mental defect from other forms of lunacy or mental defect?—Decidedly.

9854. And putting them under a separate authority ?—I think so.

9855. You are, of course, aware of the working of the different Acts that we have at present; you have had a fairly extensive experience ?—Yes.

9856. Before 1886 they were all under the Lunacy Act ?—Yes.

9857. In 1886 the Idiots Act was passed; do you think that secured any greater number of them being cared for ?—I think it did. I think it overcame the objection of friends to have their young children certified as if they were lunatics. It was a matter of sentiment very much on the part of parents. They do not object to their children being certified under the simple form of the Idiots Act in the same way as they did to their being certified under the Lunacy Acts.

9858. That is twenty years ago, and you now come to us and tell us that sentiment is a bar to certifying congenitally mentally defective people as imbeciles ?—So it is; the sentiment has been growing up I think during the last ten years especially.

9859. Is it sentiment going up, or is it the term "imbecile" going down?—I should say that the term "imbecile" is going down somewhat, because the term "idiot" is very little used and "imbecile" is taken to include the lower grade as well as the higher grade of that sort of defect.

9860. What do you think would be the outcome of making a fresh class called "the mentally feeble-minded?" —or "feeble-minded" ?—Probably a tendency to form a new term such as "feebly-gifted." That seems to be the general plan; when a legalised term is laid down, people invent a new one not to be included in it.

9861. Do you think it right for this Commission to pander to such considerations ?—My view is that you are bound to consider the sentiment of parents to a certain extent, because if you do not, you do not get hold of the children.

9862. Past experience would point to the fact that sentiment ten years hence will make "feeble-minded" into a term that cannot be used ?—Possibly.

9863. And so on *ad infinitum* ?—Possibly.

9864. It would require a revision of the legislation, say, every five years to meet the conditions ?—I am afraid there will be a tendency that way.

9865. You are aware in how many different ways in London imbeciles are being dealt with at the present moment ?—The number of authorities ?

9866. And the different methods of dealing with them ?—Yes.

9867. They go into idiot asylums and into the Metropolitan Asylums Board Asylums ?—Yes.

9868. And into the Special Schools ?—You cannot certify children as *imbecile* for Special Schools.

9869. You might just leave the certificate aside. They are imbecile children, are they not ?—There are some imbecile children in the Special Schools; it depends on the carefulness of the medical officers who pass them.

9870. There are children who in 1890 would have been styled imbeciles ?—There are some; I would not go as far as to say there are many.

9871. There are a considerable number ?—There are a considerable number as a matter of fact.

9872. Then there are boarding houses for mentally defective children ?—Yes.

9873. They likewise are imbecile children ?—Yes, if, as a matter of fact, unfit for home life.

9874. In fact there are very many ways of dealing with them and they are under quite different names in the whole lot of the institutions ?—Yes.

9875. There is overlapping between the cases ?—There is overlapping, undoubtedly.

9876. Is that a satisfactory state of affairs ?—There, again, it is sometimes a question of expediency; how you can best get hold of the children one way or another.

9877. Do you think it would be a practical suggestion to start another class in addition to these classes that already exist ?—No, I do not.

9878. One of your suggestions is to make the 1899 Act, so far as it deals with the mentally defective, compulsory—that is your opinion ?—Yes.

9879. You know the administration of that Act costs a lot of money ?—Yes.

9880. Do you think the results obtained are worth that expenditure ?—Yes, I do.

9881. What in your experience are the results of it ?—The results are that, instead of having children who are deteriorating, you at any rate do the best for them that can be done in the Special Schools, and you render a certain number, one-third they say in London, capable of earning their living.

9882. That statement—about one-third—I understand, was based upon an examination of children of twelve years old, and was not based on an examination of children who had passed through the whole machinery; is not that so ?—I was not aware of that. It is a statement that has been taken from results of children that have been discharged, so far as I know.

9883. That is not the evidence we have had here ?—That is new to me.

9884. As a matter of fact, there is a very, very small proportion of these children that are ever self-supporting or able to take care of themselves, is not that so; or, as you put in your own evidence, "In fact, in all cases where proper home guardianship cannot be guaranteed compulsory life-long segregation is desirable" ?—That is so, "for the majority."

9885. If that is the case, what is the practical benefit to be got from the special education in Special Schools ?—I think that education is a benefit to all classes, including the defective class. It enables the latter at any rate to pass a happier and less harmful life. If you do not give them something useful to think of and to do, they will probably find mischief to do for themselves. Moreover, by disciplining them, as you have a chance of doing in the Special Schools, they gain a certain amount of self-control which they would not have without it.

9886. Do you approve of Special Schools in preference to putting them into resident institutions ?—I think considering the large number of these exceptional children——I am using a new term now—the children that are not absolutely normal—many of whom cannot in the present state of popular or professional feeling be certified as imbecile, it is desirable to have a place to send them to. The fact that there is a day-school near at hand where the child can be sent without very much strain on the friends renders the improvement of this class much more easy than it would be if they had to be certified as imbecile and sent to an asylum.

9887. The utility lies in the fact that they do not require certification ?—They do not require being sent away from home.

9888. Would not well-equipped day-nurseries serve the same purpose ?—The Day-nurseries, where they are not taught ?

9889. No; a nursery-maid can teach them ?—No, I think not. In order to get the best results I think you require a very good teacher for defective children.

9890. Regarding adults, is there any practical advantage to be got from separating congenital cases from acquired cases of mental defect ?—Not if the acquired cases are of a permanent character, certainly not; but my contention is that amongst the children about whom you have been asking me, who go to the Special Schools, there is a certain percentage, I put it down between 30 and 40 per cent., who are cases of neurotic disease, nervous affections that is to say, disqualifying them from the ordinary school course, or suffer from a nutritive defect causing anæmia of the brain, and consequently a want of proper manifestation of mental function: and many of these that by careful teaching in school and careful feeding as well, may pass out of that class.

9891. You are not sufficiently intimately acquainted with the results to know that 30 per cent. do so ?—I will not say 30 per cent. pass out of the class; that is my computation of the number of children not necessarily permanently defective who pass in.

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9892. When you come to the adult institutions you speak of colonies; is there any practical advantage to be got from separating congenital cases from acquired cases?—Do you mean acquired cases of insanity?

9893. Insanity; a case of dementia and a case of imbecility both aged forty, both degraded to the same extent; is there any advantage in separating them?—Not if they are both degraded to the same extent. My experience with imbeciles is that, if they have been taken in hand early enough, they do not become degraded; you prevent the process of degradation by taking them in hand and training them.

9894. Have you any objection to the American plan of calling all congenital cases feeble-minded, and avoiding all these terminologies altogether?—In England the term feeble-minded has been applied specifically to the higher grade, and it has become the practice to speak of these as a separate class.

9895. England is only a very small part of the world, though a very important part, perhaps?—A very important part of it.

9896. What is the objection to this plan adopted in America?—That it is not scientific. I believe the feeble-minded are a distinct grade above the imbecile. You confuse that definition by adapting a term which is proper for, and in America was first applied to, the higher grade, to the whole of the grades.

9897. Is it not better to have one generic term applying to all?—I think the characteristics of the grades are so different that it is desirable to preserve a distinction. I would not call an imbecile an idiot, nor would I call the merely feeble-minded person an imbecile.

9898. A person who in 1880 you called an idiot, you would now call feeble-minded?—No. I would not do that.

9899. Before the Idiots Act?—Before the Idiots Act I should not have called a case an idiot which I now call feeble-minded; most decidedly not. That is what you are wishing me to do. You say, do I see any objection to applying the term "feeble-minded" to the whole category? I do, because I say "feeble-minded" is distinctive of a certain class of characteristics.

9900. You think this classification is very desirable?—I do. I think it is more or less desirable with regard to all grades of mentally defective people.

9901. Classification not only inside asylums, but outside?—I think so. I think it has its uses.

9902. (*Mr. Dickinson.*) I understand you do hold that there is a class of persons who may be defined as feeble-minded, and who ought not to be certified?—Not certified as imbeciles, I do hold that, certainly. I have cases of that kind under my own observation continually, cases which I myself should hesitate to certify as imbecile, cases of children with a tendency to nervous defect and so on; and as I have said before, cases that are suffering from anæmia of the brain, the product of bad feeding, cases which judicious training and feeding may do much to remedy. I certainly would not certify all such as imbecile. On the other hand I think that the objection to certify as imbecile is very much exaggerated by some people.

9903. You would contemplate their being certified as under some definition of defective mind?—Yes.

9904. For that reason, you would contemplate a new form of certificate?—They are already for school purposes certified as being "mentally defective," that is of defective mind.

9905. I mean a new form of certificate different from either that of the lunatics, that is to say unsound mind, or of the idiots under the Idiots Act?—Certainly.

9906. In your statement (p 571) I see you refer to an original memorandum which was drawn up by the representatives of the idiots' asylums in 1884 and submitted to the Lord Chancellor for the purpose of obtaining an amendment of the Lunacy Law. You say, "The original memorandum above referred to suggested the designation of 'deficient intellect' in place of 'idiot or imbecile,' and an 'Institution for the care and training of the weak-minded' as a description of the establishment, but these terms were not adopted by those responsible for drafting the Bill." Were you concerned in that at that time?—Yes.

9907. Can you tell us at all why it was that those who were drafting the Bill would not accept such a term as "deficient intellect"?—They said the term was not sufficiently specific; that was the explanation that we had at the time, and that they would admit the term imbecile, but they did not like the term weak-minded because weak-minded was not a sufficiently specific term.

9908. "Deficient intellect" was suggested, and that they thought was not sufficiently defined?—At any rate they did not adopt it.

9909. You did not have any discussion with them at the time?—No, I do not remember that. I have the memorandum in my hand which was sent in.

9910. About the numbers. In your second paragraph you point out that there are not less than 50,000 in England and Wales who might be classed as idiots and imbeciles, of whom 12,000 would be under twelve years of age. That 50,000 you get from the Census returns?—Yes.

9911. That showed a total of 48,000 under the heading "Feeble-minded"?—It is not only under the heading of "feeble-minded," but it is "imbecile" or "feeble-minded," they are not distinguished. My argument is that those who were returned as feeble-minded are probably those who would be capable of being certified as imbecile; milder degrees of mental defect would probably not be returned at all.

9912. Is it your opinion that that 50,000 does not represent anything like the full number of idiots and imbeciles in the country?—I dare say that there would be more than 50,000 assuming that the numbers given in the householders' schedule, 48,882, are considerably below the mark; one might put on a larger percentage and call it 60,000; nobody knows precisely.

9913. Have you tried to form an independent estimate?—In restricted districts that has been done. It was done thirty-four years ago. I do not know whether it was done recently in regard to the 1901 Census, but in regard to the Census of 1871 careful enquiries were made in certain registration districts and a deficiency of 25 per cent. was found on the number who were returned as idiots and imbeciles.

9914. That is to say, 75 per cent. of the whole were returned?—Yes, in those particular districts.

9915. Does this figure which you give, 50,000 plus the margin which you speak of, include the feeble-minded as well, in your opinion?—No, it does not at all.

9916. The heading in the Census return gives both?—The Census return heading says "imbecile or feeble-minded," but my assumption was that persons whom we should call the feeble-minded of the higher grade probably would not be returned at all, and "feeble-minded" would be used in the sense of covering imbeciles or idiots.

9917. You think the ordinary person filling up his Census paper would not put down a relation who was what we call feeble-minded?—I do not think he would.

9918. Of course the word is put at the top of the column?—Yes.

9919. The other figures that you give on page 573. col. 2, are the figures we have had from the Departmental Committee of 1896; 60,000 children in the Elementary Schools. You have been of course Medical Officer of the School Board in regard to defective children?—I was Medical Officer for three years.

9920. Would your investigations there lead you to vary that figure, either reduce it or increase it, or say it was a correct figure?—I had not really very much opportunity myself of verifying the figure, but Dr. Kerr, the present Medical Officer tells me he would rather put it at 2 instead of 1 per cent.

9921. That would double the 60,000?—Yes. I am inclined to think myself, taking the whole country through—however it may be in London—that 1 per cent. is a fair figure.

9922. (*Mr. Greene.*) In the concluding paragraph of your paper you refer to the mentally defective children of a higher social class than those attending public elementary schools. Do you think it possible that there should be any means of providing for the higher

classes of children in any way?—I do not think it is necessary to provide for them, because provision is already made in the way of private institutions, and superior accommodation for paying cases is obtainable is the institutions registered under the Idiots Act.

9923. Are the private institutions enough for the higher class?—I think there are quite enough, there are some half-a-dozen around London.

9924. Are they under inspection?—They are not under inspection at the present time; they would have to come under inspection in the event of legal cognisance being taken of higher class children needing "special education."

9925. Would you suggest private establishments of that kind for higher class children should be brought under inspection?—I think it might be advisable that they should be inspected to ensure that those who, "run" them, if I may use that term, should be competent persons.

9926. How is it that they are not inspected now, if the children in them are hopelessly mentally defective?—They are not schools for hopelessly mentally defective cases, they are schools for cases which cannot be certified as imbeciles, or in the opinion of those who have to do with them cannot be so certified.

9927. As a rule to what age are they kept?—Not beyond school age as a rule; not beyond eighteen or nineteen, *i.e.*, the ordinary school age of their social class.

9928. Can you get statistics to show how many such institutions there are in the country, showing the class of people who would have to be provided for in any recommendation we may make?—Yes, that can be done.

9929. How can we get at the number of these schools and the locality of them?—It is a matter almost of personal knowledge. There is a list in certain publications; Wright's Medical Annual for instance, contains a list of them.

9930. They are like private schools?—Yes.

9931. But run privately by people for their own profit?—Yes.

9932. Under no medical inspection?—Many of them are medical men's schools, others have medical experts as advisers. I have a few children living in my house myself, whose education is under my direction.

9933. They are imbeciles?—No.

9934. Just a trifle above?—They are very much above imbeciles—those that I have.

9935. Supposing that it was discovered that a child of seventeen say was in a private establishment, would it not be necessary for communication to be made to the lunacy authorities?—It would if the child were decidedly imbecile.

9936. The dividing line rests with the person who keeps the establishment?—It is rather a matter of opinion, needing medical discrimination.

9937. And rests with the person who keeps the establishment?—It does, under existing circumstances, but expert medical opinion is usually resorted to.

9938. What we are seeking for is to get provision made for persons of all classes in society, who would have some legal recognition of their status and condition. Can you make any suggestion about that? Would you make each person who keeps such pupils make a return to any local Board or any central Board?—It would be a difficult thing to do that because I am afraid it would have the effect of sending borderland cases needing special education from competent people, who are recognised by the authorities, to incompetent people who are not recognised.

9939. Recognised by the authorities in what way?—I suppose the idea would be that every doctor, or whoever it may be that has an establishment of this kind, should be registered by some authority. On the other hand there are clergymen and schoolmasters who advertise for "neurotic" children, who would probably get these children, because if they went to properly recognised establishments, where the arrangements were presumably of a better kind and more suitable for them, they would have to be taken public notice of; that is what the well-to-do classes object to very strongly.

9940. On the other hand the well-to-do people would like to feel quite certain that the treatment was efficient?—Quite so.

9941. There is no guarantee to them?—There is no guarantee to them now, beyond the reputation of the school.

9942. The child, on the hypothesis, is incapable of disclosing to his relations whether he is or is not properly treated?—That is so, if only of low grade mental capacity.

9943. Can you give us any idea of the number of higher class children who are being provided for in this, if I may respectfully say so, irregular fashion?—I could, with a little thought. I am afraid I have not got it at my fingers' ends at the moment.

9944. Is there any way we can find out, because we are trying very hard to get statistics all over the country of the different classes of feeble-minded who ought to be provided for, or whose condition should, in some way, be regulated?—I could make out a list and send it to your secretary if you like, as far as I know them myself.

9945. That would only be, perhaps, in one or two counties. Is there any way of getting at it for the whole of England?—No, I do not think there is; there is no official list.

9946. Do you think there are many children spread about the country treated in the way you have mentioned, put in homes run by clergymen, doctors, and so on?—There are a great number. I am consulted myself about these children a good deal. Very frequently the account is that the child has been sent to a clergyman for several years, he is not much better, what is to be done next, and that kind of thing. I could not undertake to give a list of all, but those that are kept by medical men and are better known, I could give a list of.

9947. You seem to think the medical men are more successful than the clergy?—I think medical men who have made a study of the matter are likely to be more successful. The mode of education is a physiological one which requires a certain amount of medical training to supervise.

9948. You can help us in no way in getting at the number of these places all over the country?—I could send a list if you wished it.

9949. I take it it would be rather more limited than would be of much use to us?—I happen to know many of the establishments. I think they come before me in one way or another.

9950. Do they take in more than one?—Yes, as a rule. There is an establishment where there are thirty or forty.

9951. And the Lunacy Commissioners have nothing to do with them?—I believe not. Those I refer to are cases of children that have not been certified, and are said not to be certifiable, though unsuitable for ordinary education.

9952. Up to what age are they there?—Usually eighteen or nineteen, or thereabouts,

9953. With reference to another point, you suggested there should be a supervising Government Department created *ad hoc*; that is another Department under the Lunacy Commissioners?—The Lunacy Commissioners have expressed themselves as unwilling to take the charge of these borderland cases, and in one of their annual Reports there was an expression to the effect that it was preferable that there should be inspection by a body of inspectors not connected with lunacy.

9954. Make it a Public Department?—A Department of the Local Government Board or of the Home Office, I should think, probably.

9955. Somewhat akin to the Lunacy Commissioners, with an establishment of their own?—That was the idea.

9956. And drawing within their jurisdiction these numerous houses in which people are kept up to seventeen or eighteen, where feeble-minded children exist, and there is no sort of inspection or guarantee that they are properly treated?—Yes, and establishments for feeble-minded adults

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9957. (*Mr. Byrne.*) What becomes of the children brought up in these special private schools who, as a rule, leave at the end of a period of extended school age ?—They generally have very good homes to go to and their parents and friends manage with them afterwards.

9958. Have you known many cases in which disastrous results have happened from their being at liberty ?—No, I have not known any.

9959. Then it is not a crying evil when there are good homes and competent parents ?—No.

9960. It is not an evil which requires any special notice to be taken of by this Commission, in your opinion ?—No, I think not. I have put in my statement that I think it is desirable for the public weal that whatever authority may be appointed should be satisfied that the parents provide special instruction of a suitable character in early life, and that, as far as may be necessary, adequate care and control be provided in adult life.

9961. That does not mean that you consider the State should pry into the existence of such people but should merely act in that manner if their existence and ill-treatment came before it ?—Just so.

9962. That there should be no Department going about inquiring whether there were well-off feeble-minded people, in this house or that house ?—No, I do not think it would be necessary.

9963. You would not therefore approve of the idea of making it a notifiable disease, binding the doctor to notify it ?—No, that would be really impracticable.

9964. And there are no evils making it desirable ?—I think not.

9965. With reference to the percentage of feeble-minded among the school children population that you tell us Dr. Kerr is inclined to estimate at a higher figure than 1 per cent. ; in any event, whatever the estimate is, the percentage of defectives discovered in the school population would be a great deal higher, would it not, than the number of such children who would have to be looked after in the interest of the State, when adults ?—Undoubtedly.

9966. They are defined as children who are unsuited for ordinary education ?—Yes.

9967. Consequently you get a great many more of them than are really permanently defective in mind in such a way as to be a danger to the community ?—Yes.

9968. In your memorandum (*p. 572, col*), you say the need of "(1) Training institutions, and (2) Permanent industrial colonies is very apparent." That is for idiots. Have you had considerable personal experience of the evils arising from the lack of such accommodation in England ? Are many inquiries directed to you by people who do not know how to dispose of their defective children ?—Yes, I was impressed with that need with regard to the class of recognised idiots and imbeciles very much when I was Medical Superintendent of the Royal Albert Asylum, Lancashire. There were 600 there ; they were kept, as a rule, only for seven years' training, and at the end of that time it became a question what should be done with them. Their friends were frequently not the best people to take charge of them, and if they did take them, and do well for them for a time, very frequently they became a source of trouble later on. Then the question was, could they come back again, but we were not able to take them back because that institution was a training institution for a term of years, not a custodial institution.

9969. As the idiot institutions are alleged to be confining themselves more and more to the improvable, the lack of accommodation for the lower grades of imbecile will be more marked unless something is done ?—Yes.

9970. Were you in the room while I was asking Dr. Corner about what he thought should be done, say, with a man in the position of a sergeant in the army, or an artisan getting 25s. a week, who had an idiot child ?—Yes.

9971. What would you recommend should be done to deal with such cases ? Is it the duty of the public to provide institutions for such children, and to extract what money the father can reasonably pay, or do you think that they should be left at home ?—I think it is the duty of the public authority in each county, or in combined counties where necessary, to establish an institution which should accommodate the lower idiots as well as higher grade imbeciles.

9972. Would you go so far as to say that it is very inexpedient that imbeciles and idiots should remain in the homes of the poor ; I mean by the poor those who are not so rich that they can afford special nurses and a special part of the house ?—It is very inexpedient.

9973. In the interests of the community as well as of the individual ?—In the interests of the family also ; a child who is an idiot in a house is a very great source of not only trouble and anxiety, but actually offence to those around it.

9974. You are aware that the Lunacy Act enables the county council, the lunacy authority, to provide special asylums for idiots if it likes, or for any class of person of unsound mind ; that includes idiots ?—Yes.

9975. There are very few county authorities who have done that ?—Very few.

9976. To give power to provide for idiots to county councils would be giving them a power which, under another name, they have already ?—Yes, they have that under Section 241 of the Lunacy Act.

9977. Does that to your mind imply that something more is wanted beyond giving them power—some inducement or power of enforcing it ?—It ought to be provided that they "shall" instead of "may." It is one of those clauses which is governed by the word "may"—"that they shall if necessity arise," I should think would be more to the point.

9978. Would you say it is a duty of the county council to provide for idiots as it is for lunatics of other classes ?—Yes, I would say for idiots and imbeciles and people who have been trained as feeble-minded, but have shown at the end of their training that they have not profited by it ; these last could very well then be certified as imbeciles, and go to such an institution.

9979. I do not quite follow that ?—Those cases that have been called feeble-minded, so far as training is concerned, (*e.g.*, "mentally defective" in special schools), when at the end of their training they show that they have no capacity for taking care of themselves and earning their living, could properly be called imbeciles and go to such an institution, if there were one provided suitable for them to go to.

9980. That would be the worst of them ?—Yes.

9981. I suppose those who could work under supervision should go to a place where work could be managed, instead of to an asylum ?—That is all a matter of classification ; an asylum may sometimes be combined with an industrial colony. It is a matter for each county to consider, according to local circumstances.

9982. Are you familiar with the Lunacy Act so far as it relates to the powers and duties of county authorities ? Would you recommend any practical step to bring it about that desired provision should be made ? Do you think the central authority should hold a local inquiry as to whether there should be an idiot asylum established, say, for North Wales, or for such and such a town ?—I think the necessity would probably be brought before them by Boards of Guardians who are very active in these matters now. They have of late years been showing a spirit of enterprise as regards the mentally deficient class. It would be from the Boards of Guardians that that application would be made to the county authorities, I should think.

9983. We have had applications at the Home Office from Boards of Guardians through the Local Government Board pointing out that Unions are very improper places for the detention of idiots, especially small Unions, and the county authority should take steps—and the county authorities have not taken steps. What would be the best way of dealing with that ; should the authority send down one of the Lunacy Commissioners, or some other gentleman, to hold local sittings, and obtain evidence as to what they ought to do ?—I think the central authority should have the power of enforcing what would be the duty of the local authority, if clause 241 were compulsory instead of optional.

9984. It is to your mind essential that it should be their duty and not be optional ?—Yes.

9985. (*Dr. Needham.*) With regard to what Mr. Byrne has been asking, do you not think it advisable that the central authority should have the power of compelling the local authorities to provide suitable accommodation for the large number of idiot children who are in the wards of county asylums for which they are very unfit ?—Decidedly so.

9986. You think they should have increased powers to bring pressure to bear upon them ?—I think so.

9987. With reference to a question that Mr. Greene asked you, the reason, I suppose, why these feeble-minded people in the Homes that you have described are not inspected by the Lunacy Commissioners, or by any other body of that kind, is that they contain only people who are not certifiably insane ?—That is so, and they are there for the purposes of education as at an ordinary school.

9988. I suppose the persons who take charge of these children are aware of the fact that if they did receive into their homes any person who was certifiably insane they would be liable to prosecution ?—Undoubtedly. These establishments are carried on simply as schools for improvable cases only. They are not receptacles or places where those who require care are taken for merely custodial purposes; they are taken just as the children are in the defective schools of London, for instruction, have ordinary school holidays, and keep in close touch with their families.

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9989. Have you had any experience of the existence throughout England of Homes in which weak-minded people of adult age are kept in confinement without any licence and without any visitation ?—No, I do not know of any personally.

9990. It has not been brought to your knowledge ?—No. I am often asked where such people can be sent; it is a question difficult to answer on account of the lack of suitable accommodation.

9991. You have not met with any places ?—No, I have not. (Charitable Homes for adults, in connection with the National Association for the Feeble-minded have been certified or approved by the Local Government Board.

9992. Do you think the houses in which the feeble-minded children, for instance, of whatever age up to adult age, are now kept should be licensed by any authority as well as inspected ?—I think some security should be taken that those who manage them are competent people, which I suppose would amount to licensing.

9993. (*Chairman.*) Is there anything you would like to add ?—I think not. The question of "after-care" I have dealt with pretty fully in my statement. The question of provision for epileptics I did not go into because I thought you would probably have authorities connected with institutions for epileptics summoned to give evidence.

TWENTY-SIXTH DAY.

Friday, 28th July, 1905.

PRESENT.

The Right Hon. the Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
F. NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
C. E. H. CHADWYCK-HEALEY, Esq., K.C., C.B.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

Hartley B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

Henry ASHBY, Esq., M.D., F.R.C.P., called; and Examined.

9994. (*Chairman.*) You have been so kind as to give us a statement of your evidence; may we put that on our notes ?—Yes.

9995. Would you also tell us, so that that may go on the notes, what particular connection you have had with this class of children we are enquiring into ?—My chief experience comes from being Medical Officer to the Manchester Special Schools. Seven or eight years ago I examined a number of children for the then Manchester School Board, and some years afterwards, that is three years ago, Special Schools were established, and I examined the children for admission and I have done my best to watch their progress during the last three years. Then as physician to a children's hospital I have had some experience of children of this class who come for admission, or who at any rate come for advice.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY HENRY ASHBY, ESQ., M.D., F.R.C.P.

I use the word *Amentia* to cover all grades of mental defect found during early life. Idiocy, imbecility and feeble-mindedness represent different degrees of amentia.

Primary Amentia includes all forms due to heredity, *i.e.*, when the "germinal plasm" has latent tendencies in the direction of regression and a lapse of the last stages of development of the brain takes place.

Secondary Amentia includes all varieties due to the effects of disease or toxins during either intra-uterine or extra-uterine infancy.

Henry Ashby, Esq., M.D., F.R.C.P.

28 July 1905.

The word "congenital" is best avoided as it is used in two different senses, *i.e.* (1) dating from birth, (2) dating from conception. The diseases of intra-uterine life cannot be separated from the diseases occurring after birth.

Various opinions are held as to the part played by heredity, tuberculosis, alcohol, and physical degeneration in producing amentia.

Tuberculosis. In investigating the family history of children coming under the class amentia, or epileptic, it is common to find a history of consumption in some form, and it has been stated that the relation of tuberculosis to amentia is cause and result. But tuberculosis is a very common disease, and investigations made in the dead house show that the majority of mankind suffer more or less from tuberculosis at some period or other of their lives, and as a matter of fact in the investigation of the cause of any disease we get a frequent history of consumption. Tuberculosis is apt to bring disaster on the individual and the parent is apt to transmit a tendency to tuberculosis (or a feeble resistance to it) to his offspring, but I know of no direct evidence which shows that tuberculous parents more than others beget children with amentia.

Alcoholism. Indulgence in alcohol is also credited with being a factor in the production of children with amentia.

Question 9996.

Henry Ashby Esq., M.D., F R.C.P., 28 July 1905.

No doubt this indulgence is common enough, more particularly among the lower classes of society, and in taking family histories it is common to find that some parent or relative has been a victim. It is not easy, however, to get observers to agree as to what constitutes "alcoholism," and also to get all the facts from the friends. Drinking habits induce disease in the individual and poverty in his family, but I know of no evidence which demonstrates that the children of drunkards are apt to suffer from amentia. That pregnant women who drink to excess produce disease or lowered vitality in the fœtus is quite probable, just as a nursing mother who drinks heavily may more or less poison her infant with her milk. A tendency to "alcoholism" is hereditary, or runs in families, and chronic drunkards are often weak or abnormally-minded, but I have no reason to believe their children are weak-minded as the result of their habits. The country generally is becoming more sober, but there is no diminution in the output of imbeciles.

Physical Degeneration. I do not doubt that women who live hard lives, suffer privation, and are badly fed during the period of pregnancy are apt to bring forth children of low vitality that offer feeble resistance to unfavourable conditions after birth. I do not think there is evidence to show that these children are specially apt to belong to the amentia class. Neither do I think that unfavourable conditions of life after birth produce amentia, though undoubtedly these unfavourable conditions produce bad nutrition, and also rickets, and interfere with growth and development, and tend to mental backwardness. I have under observation now two children twins who are six years and ten months old; they have been exposed to unfavourable sanitary conditions, they are small in size and weigh respectively 16 lbs. 10 oz. and 15 lbs. 11 oz. (!), and one cannot stand alone, but neither suffer from amentia.

There can be little doubt that the feeble-minded members of society tend to gravitate to the lowest social grade. In this grade there are far more early and improvident marriages and more illegitimacy than in the higher grades, and as a result more weak-minded children are born.

Heredity. The evidence I have been able to collect is in favour of the commonly accepted view that the tendency to insanity, epilepsy, and unstable nervous systems, and weak-mindedness, runs in families and it is in these families that the children are apt to suffer from amentia. In the same way deaf mutism and hæmophilia, diabetes, etc., tend to descend from generation to generation. In at least three-quarters of the children I have examined with amentia there was a strong probability that the amentia was hereditary and primary. In the minority it was more or less certainly secondary, as the result of disease during development either before or after birth.

The question of how to deal with this output of amentia is closely associated with the question of how to prevent the output.

Special Day Schools for Defective Children.

My own experience has been confined to the Special Schools in Manchester; I have watched the progress of the scholars during the last three years. There are three certified schools at present accommodating 218 children, but new schools are shortly to be opened.

Bearing in mind that the cost of each scholar in the Special Schools is roughly three times that of an ordinary scholar, it is a matter of importance to the community that the educational advantages obtained should be worth the outlay. I have no hesitation in saying that the best and only enduring results are obtained in the children who are defective in *minor* degree. I refer to the class of children who have a weak memory for words and numbers, who learn from books with difficulty, but who have a fair share of common sense and are able to look after themselves in everyday life. There is a chance for these in after years of becoming perhaps humble but useful and self-standing members of society. Apparently this class was not contemplated in the Act, but they are of all others best worth the money spent on their education. In the education of these the Special Schools more than justify their existence. There is of necessity a class to be placed in the Special Schools on probation, as it may not be possible to distinguish at first or until some experience has been gained how they will eventually turn out.

Every other class, whether we call them imbeciles or borderland imbeciles, who are erratic in their ways and are wanting in everyday sense and who show clearly by their conduct that they will never be fit to manage their own affairs and have no chance of being self-standing members of society, should have no place in the Special Day Schools. The problem of what to do with such is as pressing at sixteen years of age as at seven years, or more so, and in spite of the money spent on their education. Whatever they have gained at school is soon lost, and they are certain to drift into the idler, pauper, criminal, prostitute class. Colony life under supervision and for life, where they may be taught to contribute to their support, is the only solution. The presence of the imbecile and his kind acts as a deterrent to the parents of the better class of defective who are most likely to profit, and to attempt to educate the former in a day school is a costly and futile endeavour.

Boarding Schools and Colonies.

Evidence has already been given by Miss Dendy concerning the Sandlebridge Boarding Schools and the colony for adults—the latter now being got ready to receive the inmates of the schools as they grow too old for the schools. The class of children received are the class referred to, who can be trained to do useful work when under supervision, but are never likely to stand alone or earn their living outside a colony.

These schools, supported as they are by voluntary subscriptions and with no powers of detention under a certificate, show clearly the advantages of the colony system and also point out clearly how it may fail. It is certain that in the long run such schools and colonies must be state-aided or established. The weak point also comes out, in that it happens that parents will in some instances refuse to allow their children to enter the boarding schools when they understand it is proposed to provide for them for life. Or, having become residents and finding much improvement, they want to remove them because they think they have arrived at a stage of wage-earning capacity. No objection would be raised probably in the case of the worse class and helpless imbecile who have no possibly wage-earning capacity and who are only an encumbrance and expense. But it is clear, from the point of view of the commonwealth, the better class of imbecile is the most capable of harm and most needs supervision and detention. It is clearly a saving to *prevent* their recruiting the loafing class and the chance of their recapitulating their kind. To effect this some sort of renewable certificate for powers of detention is necessary.

Imbeciles and Idiots. There is scant provision for such in Lancashire. Apart from the Royal Albert Asylum and the Lancashire Asylum Board's house at Winwick, where fifty or sixty boys are provided for, there is no provision. A few are taken at the workhouses, the rest are in their own homes. At Winwick at the present time there is no provision made for training to do work, except helping in the household. But provision of the means of such training is contemplated, as well as an enlarged accommodation. There is no provision for girls at the present time.

Much more accommodation for the imbecile and idiot class is required.

9996. (*Mr. Loch.*) You refer in your Statement to Special Schools and you say: "I have no hesitation in saying that the best and only enduring results are obtained in the children who are defective in minor degree." Then you say: "In the education of these the Special Schools more than justify their existence." Do you think that, say, in the 218 children you refer to, you have mostly that class which you mention, namely, those in which there is defect to a minor degree?—As I gained experience and found that the lower class of defectives derived little advantage from school, I more and more excluded them and admitted a more promising class, so that at the present time we have a large proportion of the latter. Then we must bear in mind, in Manchester we have only accommodation for about 220; we can pick and choose our scholars. With regard to the lower grade, the Special School does a certain amount of good in keeping them from the streets, but as to their future the same difficulty faces one more strongly at sixteen than at seven, therefore what is the use of our merely touching the surface of the problem? In the last report that I made for the Education Committee I divided the children in the school into three grades. In

30 or 40 per cent. the improvement had been very gratifying, and this 30 or 40 per cent. had a fair chance of earning their own living afterwards. They will never make scholars, but they may be self-standing members of society, earning their own living in a humble way by manual work. Then there was a middle grade, perhaps 40 or 50 per cent. that were more or less doubtful, and it would be difficult to say what their future would be. If working for their own father or working for some friendly people, there was a chance of their earning their own living. Whereas in 10 or 12 per cent. there was no chance of their ever doing any good afterwards in the way of earning their own living. I cannot compare the Manchester Special Schools with other schools, because I have been working over three years in the direction of excluding the low grade and including the high grade. When one comes to the word defective in a minor degree, a good many of us would not exactly agree as to what that meant. We have a number of children with well marked rickets; they are dull and backward, but that has been acquired by more or less bad physical conditions; they are only defective in the sense that they are slow at learning. That is the very class that I endeavour to get into our schools, but I am afraid that is not the class contemplated by the Act.

9997. May I say the tendency of your selection has been to bring backward children into the Special School?—That is so.

9998. And you come to the conclusion that for a very large proportion of the children called mentally defective, immediate treatment in some colony or institution is desired?—That is exactly the point; I have been coming to that conclusion. I started three years ago with a blank mind, and it has been gradually dawning on me during the last few years and I have formed tolerably strong opinions on the subject.

9999. May I push that a step further; that the Special School will in your administration become more and more of a probationary school?—Perhaps. I should say the two functions of such Special Schools were first of all to give special education to those that are in a minor degree defective in the sense that they have weak memory for words and figures, but as far as intelligence is concerned they can polish door handles or black boots. Then there are a middle class, which are at school on probation, as their future for the time is uncertain. There is the low grade class; those belonging to this grade should be sent to a colony at once, as the problem of how to deal with them is as pressing at sixteen years of age as at seven years.

10000. Then your test is really what is possible at sixteen?—Yes; looking forward, will these children be able to be self-standing members of society? Is their defect only in regard to books and figures; or are they wanting in ordinary sense?

10001. Have you seen anything of our "defective" classes in London?—No.

10002. You could not compare your standards with theirs?—No, I am sorry to say I could not.

10003. On your basis, your special class accommodation would be a small thing compared to the special class accommodation which it was supposed would deal with the larger bulk of the mentally defective, including, perhaps, even some idiots and imbeciles?—In going through cases in the ordinary schools there is a very large number of the class I have been referring to doing very little good in the ordinary school, perhaps in Standard III because they are tall rather than because they are fit for it; they are put up because it is inconvenient for them to be taught with infants. There is a large class of this sort.

10004. Should there be three more schools?—Yes, they would want accommodation for 500 at least. We have about 218 in now. I should want accommodation for 500 at least; some would say more.

10005. That is on your basis?—That is on my basis. I am not providing for those that are not coming to the Special Schools. We can do nothing with them.

10006. Have you evidence to show that children of the class you refer to, who have gone into the Special Schools, have really got well into life?—There comes a little difficulty there, because our Special Schools have not yet been in working order long enough; but seven or eight years ago Miss Dendy and myself examined something like 500 children who were selected for us, for the most part by the teachers in the ordinary schools because they were not progressing like ordinary school children. The then Manchester School Board asked us to report on these cases. I can give you a summary of that report if you like. Recently endeavours have been made to trace them, but it is only a very rough tracing. Of the 500 we could unfortunately only trace 234; 291 in seven years had absolutely disappeared. That is rather a significant fact, but one must not overestimate its importance. In my report on the 500 I divided them into two sets: 214 I called dull and backward; those are the cases one would like in a school; 276 mentally feeble. So that we had to trace roughly 214 who were dull and backward, and 276 who were mentally feeble. Unfortunately we could only trace 234. Of those we found there were seventy-two at work, doing good work. There could not be a doubt that they were good workmen and they were working well.

10007. Earning an ordinary wage?—Earning an ordinary wage, after seven years. The children were between six and fourteen when we examined them, and they would be between fourteen and twenty-two now. Seventy-two were earning good wages, doing fairly well.

10008. (*Mr. Dickinson.*) Which class were they?—They belonged to the dull and backward, almost entirely. Then coming lower, forty-three were at work, but the work was not satisfactory—a very poor class of work.

10009. (*Mr. Loch.*) Low paid?—Yes, and in and out of work.

10010. Not supporting themselves entirely?—No. Forty-eight were worse, selling papers or getting odd jobs. Seventy-one were not at work at all; it was quite clear they could do nothing. In tracing some others we found one had married at eighteen, and had deserted his wife; another married at twenty-one; another married, who could not be more than twenty-two, but I have not his age. Four women were married. One who was married was 18 years old in 1905; another of the same age, and one who was 17 years of age in 1905 had had two children. There was one aged 19 years with one child and one woman of 19 years with an illegitimate infant a year old.

10011. The result of those figures would be to show that, granted your rather careful selection, still there would be a good margin, even on that basis, that would have to be provided for for life?—No doubt.

10012. Taking the minimum of backwardness or defect?—Yes. My own feeling is that the Special Schools can do a great deal for the dull and backward, or those with minor defects, but they can do comparatively little for the worst class.

10013. Therefore your general conclusion would lead to there being a still larger supply of accommodation required in colonies than on any other lines?—Yes, I am afraid it would.

10014. With regard to the administration of these matters, if there were some reorganisation, are you of opinion that the care of these children should be attached to the county councils, if there were a colony system introduced?—I am afraid I do not know enough about county councils to say.

10015. Would you attach it to the Medical Officer of Health in any shape or form?—I do not think I would. The Medical Officers of Health have such manifold duties already and the subject of mental deficiency lies entirely outside their experience.

10016. Would you suggest anything should be done to create a special staff of medical men who understood this problem particularly?—I am afraid that would be the only solution. I do not see how any organisations working at present could undertake it.

10017. You think therefore at some time there must be an education of medical men to understand it?—Yes, I say that certainly. At any rate I think it would be unwise to make the examination of mentally defective children part of the duties of a Medical Officer of Health.

10018. Taking the kind of division which you have put down on this paper, do you think it would be possible to make an approximate census for Manchester, Salford,

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and Chorlton ?—I do not think there would be any great difficulty in Manchester in working through the Education Committee and getting a census of the mentally feeble. The difficulty would be in distinguishing the "dull and backward" from the defective; there would be no great difficulty in getting a census of mentally weak children of school age, including those in the Special Schools, and in the ordinary schools, and those excused school; then the number in Winwick and the number in the workhouses and in the Royal Albert, Asylums, I am afraid you would have to infer the numbers of those over school age from these figures, because it is so very difficult to trace children after they have left school. They have left school and started work, or are loafing about, and they get out of the way, and you have a great difficulty in finding them. Those below school age there would be a great difficulty in getting at too. You would get at a number, but whether you would get at all would be doubtful.

10019. Would the general practitioners or parish doctors be able to help ?—I am afraid it would have to be done entirely through the School Board Officers. Then I think there would have to be an examination by some one individual. I think if you had a number at work, like the parish doctors, you would have very different estimates; they would not have the same mental picture.

10020. One individual or two to check their results and to see the cases ?—Yes, I am afraid anything else would not be worth doing.

10021. You think inquiries such as you suggest would be worth doing ?—Yes.

10022. You have not done it ?—No, we have been gathering figures. It would mean a little more hunting up than we have done of those of school age and those excused school.

10023. Are you, generally speaking, satisfied with this colony that is near you at Sandlebridge ?—Yes, Miss Dendy kindly gave me an account of the expenses of it; it is about £23 per child per annum. It is all worked out if the Commissioners would like to have it.

10024. Do you take it that is the cost which would be incurred ? I understand great economy has been observed ?—Yes, and then they got the land for nothing. I will put this in. Those figures come from the hon. secretary. (*Handing document.*)

10025. Practically so far as your experience goes, taking all below that line which you can effectually help after sixteen, or will take positions in life to some extent, this expenditure is to be incurred for those who cannot ?—Yes.

10026. Or is there any modification of this again; in a large number of cases can anything more be done than just to give them food and shelter ?—The idea is to keep them to some extent from recapitulating themselves.

10027. Take that for granted; you have here an expenditure of £23 odd on each inmate ?—I think it can be done cheaper with greater numbers all together. I do not know to what extent that has reckoned in the work of the inmates. One would look forward to their doing a fair amount of work to be put against that. I am afraid I have not gone carefully through that; it was only given to me last night.

10028. This is put as the cost of each child per annum; forty-three children. I do not see any entry on the other side for a reduction. That must be left out of the account ?—Yes. A certain amount of useful work is done.

10029. I suppose a certain amount of service is done ?—Yes, there is a great deal of gardening done and they sell flowers and look after domestic animals. One would look forward, when they get older, to their doing a good deal of work; I do not mean entirely supporting themselves.

10030. As you look at the problem, this kind of organisation is the only one, you think, which is applicable to England ?—That is the only one that I know.

10031. You do not think any method for the older people could be adopted by which they could be boarded out, in connection with a central organisation, in later life ?—Personally I have no belief in home care. That is the worst kind of care for these people.

10032. But you are in favour of a recurring certificate ?—Yes.

10033. (*Mr. Dickinson.*) These figures that you have put in come out at 8s. 11¾d. per week per annum ?—Yes.

10034. That is to say for ordinary maintenance ?—Yes; one must remember the land was given and there is no estimate for cost of building. It is simply for ordinary maintenance with the building and plenty of land provided. That is the cost per year per child of working the institution.

10035. The cost per child, excluding secretarial expenses ?—Yes, the secretary is honorary.

10036. Fifty guineas are put down ?—Those are her expenses. The honorary secretary is the manager, but of course her expenses are paid.

10037. Also excluding the food for the seven officers. It is excluding those two items the total cost works out at just 9s. a week ?—Yes.

10038. I understand from what you said to Mr. Loch just now that these 218 children in your schools are now those who are quite the higher grade ?—Yes, the thirty or forty are quite the higher grade, forty or fifty the middle grade, 10 or 12 per cent., one would say, are altogether disappointing as the result of our educational experience

10039. Even with that limitation you have only 30 per cent. as to whom you say the prospects are really good ?—Yes, 30 or 40 per cent.

10040. The rest are either doubtful or hopeless ?—Yes.

10041. What have you done in Manchester with regard to those children whom I should rather have thought the Act of 1899 aimed at, the more defective children ?—I am afraid there is nothing to be done. It is no use educating them. They are no longer under the Education Committee. They are provided for voluntarily, or you have to get them into the workhouses. There are a certain number in Winwick, a number in the workhouses, a number in the Royal Albert, and by far the majority would be at home. There is very limited accommodation in Lancashire, and I suppose it is the same all the country over, for the class of imbecile or borderland imbecile child.

10042. You have left them alone altogether ?—Left them alone; refused to have anything to do with them.

10043. Have you any figures to show us the number of children, in that class, who are in the elementary schools in Manchester ?—I do not think any of that class are in the elementary schools because if we refuse them they are excluded from the other schools.

10044. Then all those children are not even in the schools ?—No, they are doing nothing or they go to one of these few institutions.

10045. Then, I take it, so far as educable children go, you have got the feebler children in your Special Schools, or a portion of them ?—A portion of them, certainly.

10046. But still there are in the elementary schools, the ordinary day schools in Manchester, a considerable number who might be in the Special Schools ?—Yes, because we have not got sufficient Special School accommodation.

10047. Do I understand your procedure is that when a child is sent to you you certify it for the Special School, or you refuse to take it into the Special School because it is not sufficiently intelligent ?—Yes, that is I am working more and more in that direction.

10048. And a large number of them you have disregarded ?—A fair number; one is hoping to do it still more as time goes on.

10049. Those children who are in your schools, I suppose, at any rate that 30 per cent. you speak of, you would not certify as suitable for an idiot asylum ?—No, certainly not. There I think the Special School would be sufficient, at any rate reasonably sufficient, to give them a special education or an education that would enable them afterwards to earn their own living. We have followed a few of them up.

10050. With regard to the remaining 70 per cent., are those children whom, if you were asked, you, as a medical man, would certify as suitable for an ordinary idiot asylum ?—No, because I could not certify them as imbeciles.

10051. None of them ?—No, because an imbecile is not admitted to a Special School; we are not allowed to by the Act.

10052. Then even in this limited selection you have got a considerable class that you, as a medical man, would not certify ?—I would not certify for an idiot asylum, but I think they should be in a colony, with yearly certificates.

10053. Yet these children are not of normal mental condition ?—No, they are not normal, certainly; they are defective.

10054. They are not children that you could certify for an asylum ?—No. There are imbeciles in Winwick that are under the Idiot and Imbecile Act. I should not certify any in our Special Schools for the simple reason that if I could certify them I have no business by law to admit them to the schools; the Act specially excludes imbeciles—"being defective but not being imbeciles.' The mere fact of their being in a Special School means that they are not imbecile according to the idea of the man who certified them.

10055. You would not agree with those who divide them into two classes, the dull and backward, on the one side, and the imbeciles on the other ?—There is a certain large division *i.e.* the mentally defective. I should include under defective, those who have a weak memory for figures and words, but with common intelligence and common sense in ordinary life. Whether another man would call them defective I do not know. I should call them defective because they are the very class for our schools.

10056. They are in the class who require special supervision ?—Certainly; there would be girls of ten and eleven who, if you asked them to write cat or dog, they would put "tac" for cat or "god" for dog; yet they will do household work and do it sensibly.

10057. But with the existing system that we have at the present moment there is no supervision of a suitable kind for these in the country ?—No, not for the class that I should like to exclude from the Special Schools but who are not imbeciles in the ordinary sense of the word.

10058. (*Dr. Donkin.*) I think it may be inferred from your statement here that you would say that the majority of the feeble-minded generally with whom you have had to do come under your heading of primary amentia ?—That is so, yes.

10059. May one take it from what you say in your statement under the heading "heredity" that about 75 per cent., roughly speaking, are cases of amentia of varying degree ?—Yes.

10060. That is in the scientific sense of the word "heredity" ?—Exactly so.

10061. So that much the larger class of the cases that this Commission is attempting to discuss are cases, strictly speaking, of hereditary weakness of mind ?—So I believe.

10062. I know your experience is a large one, and you are acquainted, I take it, with the reference to this Commission. Do you think that the element of heredity in the production of weak-mindedness is one that should be considered by this Commission in recommending, or not, any plan of detention, permanent or indefinite ?—Yes, I think personally heredity is the one important point; anything else is of very little importance.

10063. I mean the inference that would follow from your belief would be that the weak-minded themselves in growing up would probably propagate their like ?—That is in 75 per cent., there is a risk that they recapitulate themselves. With the other 25 per cent. there is no risk.

10064. You have had experience of children up to sixteen. What would be the chief reasons which you would formulate to justify, or make desirable, permanent or indefinite detention with a renewable certificate ?—That, of course, is a difficult point. Primarily I should say incapacity for earning their own living except under supervision. That would include all those with criminal tendencies or bestial tendencies, and a number of other morbid tendencies—many of these could earn their own living under superintendence and control, whereas if outside they would be hopeless loafers, and worse than loafers. These are not likely to become self-standing members of society, acting reasonably and sensibly, and earning their own living. That is the passport to freedom, one may say.

10065. Detention would enable them partly to contribute to their own living, whereas otherwise they would be wholly on the public funds ?—Yes.

10066. Have you any further suggestion as to the prevention of any possible harm they may do to the community ?—One would say there was great risk of their doing harm if they had their absolute freedom to do as they liked. In a colony it would be prevented. There, as one pointed out, is the weak point of our homes at Sandlebridge. There are no powers of detention. We have not reached that difficult time yet, as our inmates are still children; there are only one or two becoming sixteen or seventeen. When they have been trained, and are doing fairly well in gard ning, and using tools, and work of various kinds, their parents may come along and say, "If they are working for the colony why should not they work for us," and out they will go, a certain number of them. We are working with a view of forming a colony and making them happy for life, but at sixteen our best efforts may be thwarted by themselves, or their friends.

10067. Have you given any attention to the suggestion made by some people with regard to sterilisation ?—I am afraid I have not studied the question. It would be very desirable in many respects, but it is a very difficult question.

10068. You have no opinion to offer on that ?—No. It is a very difficult question.

10069. Supposing a fresh certificate were obtained to deal with the feeble-minded, would it be necessary in most cases to renew it as often as once a year ?—I should not think so, but there will be a certain doubtful fringe to consider. I should think, as regards by far the majority, it would not be necessary, but as regards others the risk of making a mistake would be avoided by a renewed examination. One wants to avoid the risk of any possible injustice.

10070. You would have a renewable certificate in all cases, but renewable only at long periods, with most ?—Yes.

10071. (*Mr. Byrne.*) On the subject of heredity can you give us any information as to the chances of defective parents having defective children. You tell us in your statement that in at least three-quarters of the children you have examined with amentia, there was a strong probability that the amentia was hereditary Can you tell us the converse of that ? It does not follow that at least three-quarters of defective parents would have defective children ?—No.

10072. Can you give us what would be the expectation of defective children from markedly defective parents ?—I am afraid I cannot, absolutely. In a very large percentage, coming on nearly to 75 per cent., one would find evidence in going back to their history. We have gone to a great deal of trouble, backwards, and we find insanity, defectiveness, or some nervous trouble, in something like 75 per cent. Then one takes into account certain other physical appearances, like eyes and ears.

10073. That side of the argument is quite clear; it is put most strongly by you and the other expert witnesses, but the other side, the probability of defective children of admittedly defective parents, is different ?—I should not like to put it into figures.

10074. Could you suggest a maximum figure that it might possibly attain to ?—I am afraid it would not be worth anything; it is so exceedingly difficult to do that.

10075. That is very important, as regards the argument for detaining people ?—Yes.

10076. Do you think there is any way of approaching the question with any chance of getting an accurate answer except by comparing the total number of defective parents with the total population ?—I think that would be the only way of getting at it for certain.

10077. You are not aware of any study or investigation on that point ?—No. It is not as if a defective individual brought forth a well-marked defective child. It is only after some years the defect comes out, so it makes it an exceedingly difficult question to forecast. If they were born with something wrong in their heads that you

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could see at once, it would be easy, but they are born with certain tendencies, and that makes it more difficult because you could not judge for years afterwards. With epilepsy the fits might not begin till they are twelve or thirteen, and the individual at nine or ten might be normal, yet you feel sure that the tendency to epilepsy has been derived from the parent. That makes it such an intricate problem.

10078. One can only go by the rough figures?—Yes.

10079. With regard to the defective children at present passing through the Special Schools, you say a certain proportion of them will be unable to earn their living and maintain themselves with ordinary prudence and decency?—Yes.

10080. The managers and teachers of these schools are quite able to identify those children in a very short time?—Yes, I think so.

10081. You need not wait till the end of the school period?—No.

10082. At what age might they, almost universally, be said to be certain—eleven or twelve?—I think so; a large number before that.

10083. With regard to those children who seem predestined for permanent detention in the interests of the community, would you say that the expense of the elaborate education pursued was of any use?—No.

10084. Or would you put them at once to more practical work?—I should put them at once to more practical work; outdoor work.

10085. The elaborate and expensive education is entirely misplaced?—Yes.

10086. In the last sentence of your memorandum (*page 580, col. 2*) you say, "Much more accommodation for the imbecile and idiot class is required." That is the impression we have gathered from a good many witnesses. Without being able to obtain any great precision, have you any information you could give us as to a large number of the idiot and imbecile children and adults living in homes where it would be advisable they should not live?—I could not give numbers. We are constantly coming across them at the children's hospitals and institutions of that kind; constantly imbecile children are brought, and their friends ask, "What can we do with them?" We have to return the answer, "The only way is through the Poor Law; you must send for a Poor Law officer." Then at Winwick, there are fifty or sixty imbecile children and they are overfull, and frequent applications are made to them from the workhouses to take more. I could not say how many are in the workhouses in the Manchester district at the present time. Winwick is full, and the Poor Law officials will not take imbecile children if they can help it. Figures I could not give you, but that is roughly the state of things at the present time, to my idea.

10087. What expression would you use to describe the magnitude of the evil? Would you say that you think to a very large extent imbeciles are living in homes to their great disadvantage and the disadvantage of the community?—Yes.

10088. Would you go so far as to say that no home, except the home of rich people who can afford special accommodation and nurses, is a proper place for the idiot and the imbecile?—Yes, in all the working-class homes the hardship is exceedingly great. I can readily understand going through the Poor Law for a respectable working man, or a clerk, is very distasteful. Is he not disqualified as a voter when his child is taken care of in Winwick or by the Poor Law? That itself is a hardship.

10089. Have you knowledge in the district with which you are familiar that Guardians and Relieving Officers try to induce parents to keep such children?—I will not say the Guardians, but the Poor Law officers do, because they know the difficulty of getting them into an institution.

10090. The number of idiot boys and the number of imbecile boys that you have at Winwick and that you see in the Chorlton Union and the Prestwich Union is very small compared with what you would expect to be the total imbecile population of that great district?—Yes.

10091. You would say that proved that there must be a good many at home?—Yes, we are constantly coming across them, but I could not give you the numbers, and one knows the very small accommodation, and the difficulty of the Guardians in finding the accommodation, and at Winwick there is not provision for girls; there are boys only there.

10092. Have you any reason to think that this district is unique in that respect, or do you think it may be fairly taken as representative?—I think it may fairly be taken as representative.

10093. And, if anything, you have better accommodation, because you have Winwick, and you have good imbecile wards in all the big Unions?—Yes.

10094. So that probably in less well-provided districts the evil is greater?—Yes.

10095. (*Mrs. Pinsent.*) One question about Sandlebridge. Do you think that the fact that education, in the ordinary sense of the word, is carried on there makes it more expensive?—I think probably it does. It perhaps does not make it more expensive to the Education Committee, because they get the Government grant.

10096. Do you think the Government grant entirely covers the extra expense involved by education?—I should doubt it.

10097. It does not in the day schools, we know?—I should think for all these Homes, what is demanded by Government and what they are obliged to do, a good deal of it is unnecessary—I will not say unwise, but still is attempting more than there is any wisdom in attempting.

10098. I think you know the children at Sandlebridge pretty well?—Yes.

10099. You would say they are not worth educating by ordinary means?—No. What is required is manual and out-door work.

10100. The education is simply in the hope of getting the Government grant?—It is rather that, I am afraid.

10101. And in order to get a certificate as a school under the Board of Education?—Yes.

10102. Do you suppose its having been built as a school to be certified under the Board of Education increased the expenses?—I think so, because the cubic space per child is very liberal.

10103. Does it not rather follow that if we were to establish colonies for this class of defects, the same class as Miss Dendy is admitting at Sandlebridge, we could do it on cheaper lines?—I think so.

10104. A £5 government grant added to Miss Dendy's figures, would make £28?—Yes.

10105. A good deal of that could be saved if it were a colony and not a school?—Yes.

10106. For the class that is being educated at Sandlebridge, a colony would be better than a school?—I think so.

10107. Therefore we must not take those figures as typical of what we should have to expend on the class of defectives which you exclude from the Day Special Schools?—No, and as you know, we have to educate them as if they were going to be turned out at sixteen, instead of being detained for life. We adopt certain methods in order to train them with the idea that they are to be turned out at sixteen, when it is not intended to turn them out at sixteen.

10108. There are certain modifications which you yourself would suggest in the way of building and staff and management, which would be great economies?—I think so, certainly.

10109. (*Dr. Needham.*) In reference to what you said to Mr. Byrne, from your own experience and from the applications which have been made to you with reference to this subject, are you satisfied that there are very considerable numbers of idiot and imbecile children, and older people, in your district for whom no supervision exists, and who are not under any kind of discipline or control?—Yes.

10110. You are quite sure from your own experience?—I am absolutely sure from my own experience, when seeing out-patients at the children's hospital where they are brought for advice and medicine.

10111. Winwick, which has a very small provision, is absolutely inadequate?—Also the Royal Albert Asylum;

we can only get an exceptional case admitted. They cannot take anything like the numbers.

10112. Do you know anything about the asylums in your district?—I know Winwick; I have recently been there.

10113. I did not know whether you knew whether there was a large number of boys and girls sent there because there is no other provision, but who ought to have suitable provision made for them?—No, I am afraid I do not know enough about them.

10114. (*Mr. Chadwyck-Healey.*) Are you able to say, from your own experience, whether the existence in your district of this large unguarded or unprotected class tends to increase crime in the district?—I think there is no doubt; certainly illegitimacy.

10115. And crime that would come under the cognisance of the law?—Yes; three at least have been in gaol of those that we examined seven or eight years ago of the worst class.

10116. In other words it tends to an increase of the criminal and immoral classes?—Certainly; I have no doubt in my own mind; as well of course of the pauper classes.

10117. (*Mr. Burden.*) In reply to Mrs. Pinsent I understood you to say that you thought the expense of maintenance at Sandlebridge would be considerably reduced if there were no teaching to be provided for?—Yes, I think so.

10118. Does that mean the 9s. worked out here on this paper would be reduced in some way?—I think so. Then I think the cost of building and the cost of providing school-rooms; then certificated teachers would not be required. Teachers certificated for kindergarten work have to be paid fairly high salaries.

10119. They have omitted to charge the teachers under the heading "Salaries and Wages?"—I have not gone into it critically.

10120. I see they have deducted the food for the officers?—Yes, that must be reckoned in.

10121. That makes 1s. per head per week difference, and that brings our 9s. up to 10s.?—Yes. If you will kindly make any suggestions the details can be worked out. I think Miss Dendy said she had mislaid some of the forms that she had for it. I am quite sure we could have all those worked out for the Commission on any plan they like. (*For details as to cost, see Appendix papers, p. 650 post.*)

10122. I think if we could have the cost it would be most useful?—We can get that for you.

10123. Sandlebridge strikes one as almost an ideal place for these young children. If we could get at the actual cost, without the cost of teaching, both in regard to the establishment of the institution and also maintenance of it, I think it would be most useful?—If you will give me in writing just exactly what is wanted I will take care it shall be done.

10124. (*Dr. Dunlop.*) *Amentia*, I suppose you use as a generic term covering all congenital defect from the slightest up to the greatest?—I bar the word "congenital."

10125. All early defect?—All defect in early life.

10126. From the mildest up to the greatest?—Yes.

10127. You divide that into primary and secondary?—Yes.

10128. Has that any practical significance as regards institutional care?—Yes, an immense significance. As regards the primary ones I agree with the general belief that these are due to inborn characters derived from fathers and ancestors and those inborn characters are recapitulated in the children. Any disease during intra-uterine life, or any disease of the child's brain after birth, although it may handicap the individual, is not handed on to any future child that may be born, so that the 75 per cent. becomes infinitely important from the output point of view.

10129. That is to say that the secondary aments having an acquired characteristic do not transmit it—that is the extent of it?—Yes.

10130. Would you advise the inclusion of the primary rather than the secondary?—Yes; the others are of comparatively little importance, they are the individual only.

10131. That brings in a practical difference?—Yes.

10132. Are you able in every case to diagnose primary or secondary?—No, I will not say I can, there is sure to be some uncertainty in certain cases. There will always be a grade in which the future is uncertain for a time at least.

10133. Suppose you found a case having intra-uterine disease, or early disease, let us say cretinism, and history of heredity, which group would you put that into?—That would be difficult. I do not think a case such as you mention has ever come up.

10134. A case of cretinism?—No, not of sporadic cretinism, I am quite sure. I should put cretinism under the secondary group.

10135. It is a very important diagnosis to make?—It is. Take mongols, which are more to the point. Some believe mongolism to be due to intra-uterine causes. Personally, I do not believe it, but there may be a doubt; one often gets a history of insanity in these cases.

10136. But mongols never breed?—No; so it does not matter much in their case.

10137. It is a very important diagnosis?—Yes, it is, no doubt. I do not pretend to say you could do it in every case.

10138. Is it a practical diagnosis?—I think in the majority of cases it is.

10139. Is that the general opinion of the profession?—I should think so; I will not be certain.

10140. Do you think primary and secondary amentia is a generally acknowledged division?—Possibly not. There is a great deal of confusion about so-called congenital disease; that is the way we get into difficulties. Take alcoholism for example.

10141. If you find drunkenness in the mother you would put it down to drunkenness?—If a child born of a drunken mother was weakly, one would be inclined to say the weakness was secondary and not primary; the weakness was due to intra-uterine poisoning and was not hereditary.

10142. Take a child who has an insane grandfather on one side, and on the other side a drunken mother; would you make that child into a primary ament or secondary?—Undoubtedly primary.

10143. Would you shut that child up for ever, or only temporarily?—I should not shut it up at all, merely on the grounds of heredity.

10144. You think it is a practical diagnosis and a practical division?—I think so with the reservation that no one can pretend to be absolutely competent to decide.

10145. A reason advanced for the seclusion of the aments is that they will breed their like. You will allow heredity is direct as well as indirect—they miss a generation or two generations?—Exactly.

10146. If you find a case of weak-mindedness in one member of a family, would you shut up all the members of the family?—No.

10147. But you would have the same tendency in all the others?—I am not judging only from hereditary tendency, but from an examination of the individual. One would not lay such stress upon heredity as that; one would say, "Here is an individual, will he earn his living afterwards or won't he? let us also go into his family history." Heredity is only one link in the chain of evidence.

10148. It is the necessity for care and treatment of the individual that would guide you in shutting them up, rather than heredity?—Yes.

10149. That would be a much more practical test than the division of the aments into primary and secondary?—Yes; but an etiological division which indicates the difference between the acquired, which would not recapitulate themselves, and the others who would, is of importance,

10150. What is the practical point?—The practical point is as to what will become of them in after life.

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10151. As regards the Special Schools you state: "I have no hesitation in saying that the best and only enduring results are obtained in the children who are defective in minor degree." I suppose you there referred to children who are dull and backward?—Whose defect principally applies to scholastic learning.

10152. Those are children expressly excluded from the Act?—Yes.

10153. Is that a wise provision?—No.

10154. So that the Act, as it stands, does not meet the necessities of the case?—No, I think not. As far as the working of the law is concerned, the question is how far can the word defective be stretched. I think the spirit of the Act, or what the Act was intended to do, was wrong. I think the idea at the time that Act was made is gradually proving to be the wrong one; that is one's own personal opinion.

10155. I think you also agree that in many cases the administration of the Act is wrong. Are there not a great number of imbecile children in the schools?—That is my impression.

10156. Both the spirit of the Act and the administration are wrong; it is found impracticable?—Yes.

10157. You would not advise that the Act be made compulsory or universal?—I would not, in its present form.

10158. You are aware there is a great deal of overlapping between institutions and classes?—Yes.

10159. May we take it that in your own district of the country it is the same?—Yes.

10160. You have imbeciles in the Special Schools, certified under the Education Act?—If I admit there are imbeciles in the Special Schools I have been breaking the law in admitting them.

10161. I have seen them elsewhere. You have the low class imbeciles at Sandlebridge?—They are of the better class, who can help themselves.

10162. They are not certified?—No.

10163. You have the same class of imbeciles in the Royal Albert Asylum who are certified under the Idiots Act?—Yes.

10164. The same class of imbecile under the Lunacy Law at Winwick?—Yes.

10165. Therefore imbeciles are treated and certified in four different ways?—I think that is very probable.

10166. Do you think that a satisfactory state of affairs?—No.

10167. Do you not think there ought to be some unification of the whole process?—Yes.

10168. And under one authority?—Yes.

10169. Have you any view regarding that authority?—No. I do not think the Poor Law is the proper one because of the difficulty of the parent being disqualified. I can only say separate administration. I cannot see how any one existing body would do, unless it is the Asylums Board.

10170. It is the natural work for the Asylums Board?—Yes, it would be the best at any rate.

10171. Should it be paid for by the County Council or the Parish?—I should think the County Council.

10172. And should be under the control of the Lunacy Board?—Yes, I should think so.

10173. Do you think the education of these imbecile children, the four groups I have mentioned, should be under the school authority at all?—It depends upon whom you admit. As far as the dull and backward children are concerned I think they should; the imbeciles should not. I do not think the education authority has anything to do with imbeciles, or border-line imbeciles. As soon as you can make a division of the class—call them dull and backward or difficult to teach—then I think the education authority has a duty, but I should draw the line tightly in the imbecile direction; they should not have to do with them.

10174. As soon as it is decided a case is uneducable?—The School Board should have nothing to do with it.

10175. That is a strong argument against the Special Schools?—Against them, as they are.

10176. There ought to be some other provision?—Yes; they cover a very little bit of the ground.

10177. There are imbeciles at Sandlebridge?—Yes. of the better class.

10178. Who are certifiable under the Idiots Act or the Lunacy Act?—They are not certified.

10179. Are they paid for? Are the boarders taken in for life?—They are taken in for life. Nearly all are taken from Manchester, or Bolton, or Cheshire, who pay for them—the Education Committee pay for them.

10180. And others pay for them; the Committee receives payment?—Yes, but not in every case; in some cases they do not.

10181. In some cases they receive payment for housing and caring for certifiable imbeciles?—Perhaps so.

10182. It is rather contrary to the provisions of the Lunacy Act?—Yes, you are quite right.

10183. There is regular confusion all round?—I think you are quite right.

10184. There are two other points, first, about adult defectives. There is a distinction made between congenital and acquired cases; do you think that is practicable?—I should not use the word "congenital."

10185. Or aments and other lunatics. Take aments and dements, is that a practical distinction?—I think so.

10186. If you have two equally degraded cases, thirty years of age, one an ament and the other a dement, would you make a difference between them?—No, the practical question will overshadow the scientific division.

10187. It is not a practical division?—Not all along the line.

10188. There is no practical utility in the hard and fast division that is made at present?—No.

10189. One case can be certified under the Idiots Act and the other cannot?—Yes, I presume so.

10190. Is there anything to be gained?—I do not think so.

10191. Both are certified under the Lunacy Act?—I have no practical acquaintance with lunatics.

10192. Imbecile children belong to two classes, the rich and the poor. Should there be any difference made between those two?—In the poorer classes the child of fifteen or sixteen has to earn its own living; in the richer class provision can be made for life; they are protected; they no longer come upon the parish, or have the temptations that the others have; they are looked after.

10193. There is a big difference; the rich get more protection—the rich and the better-to-do classes?—Yes.

10194. Consequently provision is more essential for the poorer classes?—Undoubtedly so.

10195. We have had cases recently where poor people have been refused admission to the parochial establishments because they could not pay; have you ever heard of such a thing?—No, not from my own knowledge. They get all the money they can when they are taken in; I suppose that is not illegal.

10196. Cases have come under our knowledge where Guardians have refused to take in cases because they could not pay. Have you heard of such?—I have, but I cannot speak of my own knowledge; I could not bring specific cases.

10197. Their inability to pay is the strongest reason for admitting the child, is it not?—Exactly so.

10198. (*Mr. Loch.*) With regard to the Lunacy Commissioners, did you mean to imply in answering Dr. Dunlop that you thought they should have control in regard to the whole group of defectives?—I should not like to commit myself to any definite statement. They would be the most likely for the imbecile class; certainly not for the better class I have been speaking of in the special schools. I am afraid I have not sufficient knowledge to speak of the duties of Lunacy Commissioners.

10199. (*The Chairman.*) Have you anything further you would like to add?—No, I think not.

Sir WILLIAM VENABLES-VERNON, called; and Examined.

10200. (*Chairman.*) You have been so kind as to give us a statement of your evidence. May we put that on our notes?—By all means. I should like to supplement the quotation from the Report of the Royal Commissioners, with a quotation from the Minutes of the evidence appended to their report, particularly at Nos. 12676, page 614, down to 12869 inclusive, on page 622, where I think much of the remarks and observations which might occur to the members of this Commission in regard to the report might be found to be answered.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY SIR WILLIAM VENABLES-VERNON, BAILIFF OF JERSEY.

The Common Law of Jersey has, from time immemorial provided by a system of (voluntary or compulsory, as the case may be)

Procuration,
Interdiction after inquisition, and
Guardianship and curatorship,

for the protection, control, restraint and administration, respectively, of the person and property of all such as are, by reason of infancy, mental incapacity, inebriety or prodigality, unable to take care of themselves or to manage their own affairs.

A short statement of the Law of Jersey—as it stood then—relating to persons under disability, is to be found at page xxix *et seq*—ch. viii, of the Report of the Royal Commission of Inquiry into the Civil, Municipal, and Ecclesiastical Laws of the Island of Jersey, 1861.

THE LAW RELATING TO PERSONS UNDER DISABILITY.

"After the consideration of coverture, we are led to notice the disabilities arising from infancy, prodigality, or mental incapacity, and the mode of appointing guardians or curators in the cases where such disabilities exist, and first as to infancy.

"The mode of appointing a *tuteur*, who is to be guardian of both person and estate to an infant is, that a member of the family, or even a creditor or other person having an interest in the administration of his estate, causes seven of the infant's next friends to be called before the Court. When the infant has kindred, the four nearest on the father's side, and three on the mother's side are usually appointed; those are, however, excluded who have any adverse interest. Among those in equal degree the elder are preferred to the younger. Where he has not kindred strangers may be taken; and we do not see any satisfactory provision for taking those who would be best fitted to protect the infant's rights. The duty of these seven is to elect a *tuteur*, who in his management of both person and estate, consults the electors, while they or the majority of them who may have concurred in his acts, are liable as his sureties. It is probably this liability which constitutes the main protection to an infant in whose case the electors have been strangers. This body is called *la tutelle*. The guardian has large powers, subject to this responsibility, in regard to the alienation of the estates, or conversion of one kind of property into another." (Report of the Commissioners (Jersey) 1860, p. xxix.)

"The estates and persons of those incapable from other causes than nonage of managing their own affairs are similarly dealt with, the terms *curateur* and *curatelle* being substituted for *tuteur* and *tutelle*; but the power just mentioned of revoking transactions as to real estate fairly entered into does not in this case exist.

"The fact, however, of such incapacity has to be established; and this is done in the same manner and with the same consequences, whether the incapacity be mental, or whether it be evidenced by mismanagement of property resulting from habitual intemperance, for in the Jersey law, as in other European systems, "*prodigality*," particularly this form of it, entails the interdiction of the prodigal from the administration of his own property.

"The constable of the parish, on receiving notice of any such case, reports to the Attorney-General, who summons six of the principal inhabitants whom he considers most likely to know the truth of the matter. A summons is also served on the person alleged to be incapable; if capable, he can obey the summons, and defend himself. The Court, consisting of the bailiff, and two jurats, on the appearance of the recognitors does not proceed simply on their presentment, but strictly examines them, and, after hearing the Attorney-General, forms its own judgment; but no witnesses not being members of the inquest can be examined on either side; unless therefore some medical man cognisant of the facts is competent to serve on it, medical evidence is unattainable. The decision is not traversable nor can be adjourned for further inquiry If the court judges the proof insufficient the case is dismissed; if sufficient the party is declared incapable; in neither case can there be a new inquest in less than a year and a day; and no appeal lies." (Report of the Commissioners (Jersey) 1860 p. xxix.)

"Where the incapacity is not mental it is extremely difficult to reconcile to English ideas of liberty the interdiction of a person not convicted of crime. We can only treat with consideration provisions which, though alien from our own law, belong to other civilised systems of jurisprudence, are intended to conduce to a beneficial social object, and are on that ground approved by the community in which they exist.

"Where there is no property, no inquisition is usually held on the soundness of mind. A tendency to injure others is controlled by the police. A tendency to injure the patient himself is held to justify the restraint which it necessitates. This doctrine is sound, but it does not provide sufficiently for the wants of the present state of society. A person supposed to be dangerous to himself or others should be submitted by the police to medical examination, and a magistrate should be authorised on seeing the patient and the medical man, and on having in writing his report on the existence and nature of the mental disease requiring restraint, to direct that the patient should be placed in some proper custody; and restraint on private authority, beyond what is necessary before these proceedings can be taken, should be disallowed." (Report of the Commissioners (Jersey) 1860 pp. xxxi. & xxxii.)

"To these remarks we should add that there is still another method of providing for the due care, or rendering harmless the vicious propensities of a person weak in mind, or abandoned to drink. This is done by causing the individual to sign a *procuration* appointing a person to be his *procureur*. This may be general, or special. If the former, it is made an act of court, and cannot be revoked except by the Court, on cause shown; if the latter, it may be revoked without cause at pleasure. While in force, the consent of the *procureur* becomes necessary to give validity to any contract entered into by his constituent, as to his real or personal property. The motive for making such an appointment was said to be not infrequently a desire to escape the threatened imposition of a *curateur*, which is viewed by the lower classes, among whom the case would generally occur, as a great disgrace. In cases of this kind it is not unusual for the *curateur*, or *procureur* to place his constituent in the general hospital or poor house as a boarder. But little evidence was tendered to us as to this practice. So far as the individual is concerned, it appears to us (if the principle of interdiction for anything short of absolute insanity or idiocy is to be admitted) to matter little, whether he be restrained by law, being found prodigal by inquisition, or whether he spontaneously resign the administration of his affairs. An attempt was indeed made to show that the personal liberty of such an intemperate boarder in the hospital was unduly and unnecessarily restrained, but on investigation the case was proved to be highly exaggerated." (Report of the Commissioners (Jersey) 1860, p. xxxii.)

As to *Pensionnaires* in the General Hospital, at St. Heliers, the same Blue-book may be consulted at pp. lxvi. *et seq.*

"It should be added here that there are also certain inmates who, strictly speaking, may be considered able-bodied, but who by the immoderate use of intoxicating liquors, or by other misconduct, have impaired their constitution or disqualified themselves for the management of their own affairs. Persons of this description are, we are informed, employed in picking oakum, and in such other labour as the nature of the premises renders practicable. There are also, we believe, certain old people

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who live out of the hospital, but receive their weekly allowance from its funds, and not directly from their respective parishes." (Report of the Commissioners (Jersey) 1860, p. lxvi.)

The Minutes of Evidence appended to that Report afford further information on the subject, indexed under *Curateurs, Electeurs, Drunkards (Restraint of), Hospital, Prodigality, Tuteurs, Principaux* and *passim.*

The forms of oaths taken by *Tuteurs* and *Curateurs* and their *Electeurs* respectively, and the duties of *Tuteurs* are laid down in the Jersey Code of Laws of 1771, pp. 306-8, and 323.

An important Act was passed in 1862 to regulate the duties of Curators:—

Curateurs.

Loi réglant les devoirs et la comptabilité des Curateurs. confirmée par Ordre de Sa Majesté en Conseil en date du

21 MARS, 1862.

(ENTÉRINÉ LE 2 AVRIL, 1862).

AUX ÉTATS DE L'ILE DE JERSEY.

L'AN 1862, LE 3 JANVIER.

Les Etats, considérant qu'il est nécessaire de protéger les biens appartenant à une personne sous curatelle, et d'assurer la comptabilité des Curateurs, ont résolu, moyennant la Sanction de Sa Très Excellente Majesté en Conseil, d'établir de Loi suivante:—

ART. 1.

Un curateur devra, dans les trois semaines de son admission en charge, faire une inventaire exact de tous les biens-meubles de l'interdit, et dresser un état de sa propriété immobilière.

Cet inventaire et cet état devront être inscrits dans un livre tenu à cet effet; ils seront datés et signés par le curateur et ses électeurs. Une copie, signée par le curateur et ses électeurs, sera remise à un des électeurs choisi par la curatelle, lequel devra appartenir à l'autre ligne que le curateur si ce dernier est parent.

ART. 2.

Le curateur devra passer ses comptes annuellement avec ses électeurs. Ces comptes, après avoir été approuvés, seront datés et signés par le curateur et les électeurs.

Une copie, dûment signée, en sera remise à l'electeur désigné ci-dessus, et, s'il est décédé, à un autre électeur, choisi comme il est prescrit à l'Article 1.

Le livre contenant l'inventaire et les comptes sera la propriété de la curatelle.

ART. 3.

Le curateur qui ne remplira pas les formalités exigées par les Articles 1 et 2 subira une amende de dix livres sterling au moins et de cent livres sterling au plus.

Il sera en outre passible de dommages et intérêts, s'il y a lieu, et pourra être destitué par la Cour Royale.

ART. 4.

Le curateur devra, dans les trois mois après l'expiration de sa gestion, passer ses comptes—s'il est remplacé par un autre curateur, avec ses électeurs, en présence du nouveau curateur; si l'interdit a été réhabilité, ou s'il est décédé, le curateur passera ses comptes avec les électeurs, en présence de la personne qui était sous curatelle, ou de son héritier.

Les comptes, après avoir été approuvés, seront datés et signés par les électeurs et le nouveau curateur.

Le curateur qui refusera de le faire sera sujet à une amende de dix livres sterling au moins et de cent livres sterling au plus; il sera en outre passible de dommages et intérêts, s'il y a lieu.

ART. 5.

Le curateur sera tenu, immédiatement après la passation de ses comptes, de payer au nouveau curateur, à celui qui était sous curatelle, ou à son héritier, selon le cas, la balance dont il se reconnaîtra redevable.

Le ci-devant interdit aura six mois après l'approbation desdits comptes pour les examiner, et faire rectifier les erreurs qui pourraient s'y trouver.

In order to illustrate the practice in respect of Curatorship in this Bailiwick, a complete set of the several forms of procedure in use in the Royal Court having exclusive jurisdiction in such matters in Jersey is herewith given.

FORM OF INFORMATION FROM POLICE TO PUBLIC PROSECUTOR.

Belleville,
St. Sauveur,
Ce 25 *Avril*, 1905.

À A. H. Turner, Ecuier,
Procureur-Général du Roi.

MONSIEUR,—J'ai l'honneur de vous informer que l'état d'esprit de M. Bertie Charles Stanton (maintenant interné dans l'Asile Public des Aliénés) est tel qu'il est nécessaire qu'il y ait une enquête par la Cour afin de décider s'il est nécessaire d'établir un Curateur au bien et à la personne dudit Sieur Stanton.

Agréez, Monsieur le Procureur, l'assurance de ma haute consideration.

(*Signe*) JAMES JOHN EREAUT
(*Connetable de St. Sauveur*).

FURTHER INSTANCE OF INFORMATION FROM POLICE TO PUBLIC PROSECUTOR.

Belleville,
St. Sauveur,
Ce 24 *Juin*, 1905.

A A. H. Turner, Ecuier,
Procureur Général du Roi.

MONSIEUR,—J'ai l'honneur de vous informer que la conduite et état d'esprit de Mademoiselle Sophie Elizabeth Renouf, veuve de Monsieur Josué de la Haye, sont tels qu'il est nécessaire qu'une enquête soit tenue par la Cour afin qu'il soit jugé s'il est nécessaire de lui établir un Curateur.

Veuillez agréer, Monsieur, l'assurance de ma haute considération.

(*Signe*) JAMES JOHN EREAUT
(*Connetable*).

FURTHER INSTANCE OF INFORMATION FROM POLICE TO PUBLIC PROSECUTOR.

Hôtel de Ville,
St. Hélier, Jersey,
Ce 30 *Juin*, 1905.

A. H. Turner, Ecuier,
Procureur-Général du Roi.

MONSIEUR LE PROCUREUR-GÉNÉRAL,—J'ai l'honneur de porter à votre connaissance que Monsieur Charles William Rondel, maintenant interné à l'Hopital Général, est dans un tel état d'esprit qu'il devient indispensable qu'un examen judiciaire ait lieu dans le but de s'assurer s'il y a lieu de nommer un Curateur à son bien et à sa personne.

Veuillez agréer, Monsieur le Procureur-Général, mes sincères salutations.

(*Signe*) P. BAUDAINS
(*Connetable de St. Helier*).

PRELIMINARY ORDER BY THE ROYAL COURT ON REPRESENTATION FROM THE PUBLIC PROSECUTOR AT THE RELATION OF INFORMANT.

Le Procureur-Général du Roi a représenté à la Justice qu'il est informé de la part du connétable de la paroisse de . . . que . . . de ladite paroisse, est dans un état d'esprit qui le rend incapable d'avoir le soin de sa personne et de son bien.

Ce que considéré il est permis au dit Sieur Procureur-Général du Roi de faire convenir en Justice six des Principaux de ladite paroisse, gens de prudence, voisins et circonvoisins dudit Sieur . . . connaissant sa conduite et état d'esprit et désintéressés à son bien pour être entendus au préalable afin qu'il soit jugé s'il est nécessaire de lui établir un Curateur.

FORM OF SUMMONS TO DEFENDANT.

Je vous signifie de comparaître en Cour, Samedi, le . . . 1905, à dix heures du matin, instance du Procureur-Général du Roi; pour ouïr le rapport de six des Principaux de votre Paroisse sur votre conduite et état d'esprit afin qu'il soit jugé s'il est nécessaire de vous établir un Curateur, suivant l'Acte de la Cour à ce sujet.

A. B. (*Under Sheriff*).

FORM OF SUMMONS TO NOTABLE ("PRINCIPAL" OR RECOGNITOR.)

Je vous signifie de comparaître en Cour, Samedi, le.....190.., à dix heures du matin, instance du

Procureur-Général du Roi, pour informer la Justice sur la conduite et état d'esprit de.....afin qu'il soit jugé s'il est nécessarie de lui établir un Curateur, suivant l'Acte de la Cour à ce sujet.

INSTANCE OF ORDER OF ROYAL COURT REJECTING, AFTER INQUISITION, APPLICATION FOR INTERDICTION OF DEFENDANT.

A. B. (et autres)....actionnés par le Procureur-Général du Roi pour informer la Justice sur la conduite et état d'esprit de....afin qu'il soit jugé s'il est nécessaire de lui établir un Curateur suivant l'Acte de la Cour à ce sujet.

Ledit....à la cause. Et ouïr record d'Officier.

En presence dudit....et après que lesdits Principaux ont été entendus par serment.

La Cour, ... conformément aux, (ou oui les.) .... conclusions dudit Sieur Procureur-Général du Roi, ... a jugé qu'il n'y a pas lieu d'établir un Curateur audit ....

Et est le connétable de la paroisse de ..: condamné aux frais, son recours sauf vers qui de droit, s'il y a lieu.

INSTANCE OF ORDER OF ROYAL COURT DECREEING. INTERDICTION.

A.B. (et autres)....actionnés par le Procureur-Général du Roi, pour informer la Justice sur la conduite et état d'esprit de....afin qu'il soit jugé s'il est nécessaire de lui établir un Curateur suivant l'Acte de la Cour à ce sujet.

Ledit....à la cause. Et ouïr record d'Officier.

En présence, ou

Vu le défaut....dudit....et après que lesdits Principaux ont été entendus par serment il est permis audit Sieur Procureur-Général du Roi de faire convenir en Justice, sept des plus proches parents voisins et amis dudit....afin de lui établir un Curateur.

SUMMONS TO NEXT OF KIN, FRIENDS OR NEIGHBOURS OF INTERDICTED PERSON TO ELECT A CURATOR.

Je vous signifie de comparaître en Cour, Samedi, le.... 190...., à dix heures du matin, instance du Procureur-Général du Roi, pour nommer un Curateur aux biens et à la personne de....suivant l'Acte de la Cour à ce sujet.

LETTERS OF "CURATELLE."

Lettre passée par devant Bailli de l'Ile de Jersey présens Jurés, datée l'an mil neuf cent , le

Comme Messrs.

Convenus en Justice à l'instance du Procureur-Général du Roi pour choisir un Curateur au bien et à la personne de M.....suivant l'Acte de la Cour à ce sujet. Et ouïr record d'Officier. Lesquels après le serment à eux administré comme en tel cas est requis et accoutumé choisirent ledit M.....Lequel Jura, etc.

Several Statutes have been passed by the Island Legislature to amend the existing Law of Lunacy and Guardianship.

The following is a list of the principal Acts bearing on this subject which have been placed, during that recent period, on the Jersey Statute-Book and which are to be found as indicated below in the *Recueil des Lois de Jersey.*

Tome II. p. 157. (1862.)	*Tuteurs et Mineurs.*	
p. 164.	*Devoirs et Comptabilité des Tuteurs.*	
p. 169.	*Devoirs de Comptabilité des Curateurs*	
p. 229. (1864.)	*Asile Public des Aliénés.*	
Tome III. p. 216. (1878-9.)	*Régie et Administration de l'Asile Public des Aliénés.*	
p. 448. (1881.)	*Asile des Aliénés—Admission de Pensionnaires.*	
Tome IV. p. 65. (1883.)	*Régie et Surveillance des Maisons d'Aliénés Licenciées et pour la Protection des Aliénés.*	
p. 511. (1890.)	*Agrandissement de l'Asile Public des Aliénés.*	
p. 513. (1890.)	*Regie et Administration de Asile Public des Aliénés*	
Tome VI. p. 187. (1895.)	*Admission de Pensionnaires dans l'Asile des Aliénés.*	*Sir Wm. Venables-Vernon.*
p. 461. (1898.)	*Amendments au Reglement* (1883) *pour la Régie et pour la protection des Aliénés.*	28 July 1905.

I have here prints of the Statutes referred to.

EXTRACT FROM A CASE IN THE PRIVY COUNCIL RELATING TO THE LAW OF JERSEY, *re* CURATELLE. PRIVY COUNCIL—EX PARTE CHARLES NICOLLE ON APPEAL FROM THE ROYAL COURT OF JERSEY. (L.R. APPEAL CASES, VOL. 5. 1879-1880, p. 350).

"Then they state the general law: 'It is to be observed that by the law of this Island recourse may be had to a *curatelle* not only in cases of lunacy and mental incapacity, but whenever through drunkenness, prodigality, misconduct, or incapacity of any other kind it may become necessary or expedient to subject a person to control in the management of his property.'

Their Lordships conceive that this statement as to the law is somewhat too wide. They have been referred to the Report of the Royal Commission on the law of Jersey, and to the evidence taken under it, and the conclusion to which they have come is that according to the law under which these proceedings have been had it is necessary, in order to place a man under *curatelle* in the first instance, to satisfy the Court not only that he is prodigal or likely to mismanage his property, but that he is so by reason of his habitual intemperance in the matter of drink. Mere prodigality without proof of habitual drunkenness will not suffice to support the original grant of an interdiction; and in order to establish the intemperance the Court must have not merely the evidence of relatives (*les electeurs*), but the presentment after examination of *les six principaux*."

10201. (*Mr. Byrne.*) First with regard to the case reported *in re* Nicolle in the Privy Council. What is the net result of that case, is it that *curatelle* can only exist in the case of inebriates?—No. I think it may be taken that the law is much wider. The case in question had special features of its own, and presumably the safer course would be to take much that was said in the course of that judgment as *obiter dicta*. I do not think that a very full statement of the law of the Island had been put before their Lordships. I speak subject to correction, and with very great deference.

10202. As a matter of fact, and in practice, have measures been taken since that case in Jersey to deal with people of mental incapacity, whether from drink, prodigality, misconduct, or incapacity?—The practice has been to continue the administration of the law on the old lines. I will illustrate my meaning. I presume I may take it that the law of England is that a man, under God, is absolute master of his property, and, consequently, that he may deal with it exactly as he likes, both during his life-time, and in contemplation of his death. The law of Jersey, which is founded on the ancient Norman law, is founded upon a radically different principle, the principle that a man holds, enjoys, and administers, and can only dispose of, his property, both *inter vivos* and *mortis causa*, subject to what is due to himself, to his family, and those dependent on him, to the community, and to the State. The consequence is that the law of Jersey from time immemorial has always held that the incapable must be protected, and the unfit must be restrained with regard to the exercise of the right of management of their own property. The whole distinction turns upon that, and I think that is what was not very clearly put before the Judicial Committee in the course of the Nicolle case. The result of that was, the Judicial Committee being more familiar, naturally, with the English system of law, and not having before it very clearly the guiding and starting principle of the Jersey law, sought to restrain the field of operation of the law of *curatelle*, whereas it is really very extensive. By the law of Jersey all insane and feeble-minded persons and prodigals must be either protected or restrained in the management of their property.

10203. And that is what is in practical working order in Jersey at the present moment?—And has been from time immemorial.

Questions 10204 to 10222.

Sir Wm. Venables-Vernon.

28 July 1905.

10204. Can you tell us generally how often proceedings are taken in Jersey in this direction in the way of setting up *curatelle*?—I am sorry to say that I have not got any absolute statistics compiled, but speaking from my own experience, which extends over thirty years, as a member of the Bar, as chief of one of the municipalities of the island, then clerk and registrar of the Royal Court of Justice, then solicitor general, then attorney-general. and for the last few years as president of the Court, I should say that on an average from twelve to fifteen cases, say one per month, are heard and determined before the Royal Court of Justice.

10205. Out of a small population of —— ?—About 50,000 and 60,000.

10206. That appears, unless there are other circumstances, to indicate that the procedure is popular and is utilised because its utility is manifest?—I think so. In that respect I should like to quote from the Minutes of Evidence of the Royal Commission. The Commissioners were, Sir John Awdrey, Lord Devon, and Mr. Jebb, and they had on that particular day before them the then attorney-general of the island, the members of the Bar, the leading members of the legal profession, and others, and they had been inquiring into the specific cases of grievances under the law of *curatelle*, and they wound up a very long examination of the attorney-general and the other members with the following: Sir John Awdrey to Mr. Dupré, the attorney-general, Question 12863: "Do you conceive that the power which is exercised by the Court in this manner authorising restraint upon drunkards and prodigals is on the whole beneficial? —(*A.*) I think it is generally considered so in the island; many families have been saved from ruin by it. (*Q.*) Taking place upon the examination of six *principaux*, if they are fairly selected, is not that some evidence that the general sense of the island is in favour of it?—(*A.*) I think so. (*Q.*) Do you then think that it involves greater restraint upon personal liberty than ought to be allowed? —(*A.*) I do not think so. (*Sir J. Awdrey.*) Would any other gentleman like to give an opinion upon this very important question?—(*Mr. H. Godfray.*) There are many instances where families have been brought to ruin by an incompetent person not having a *curateur* in time. (*Lord Devon.*) Is any legal gentleman aware of any cases in which this process has been used for the purpose of oppression or private wrong?—(*Mr. Dupré.*) I have no knowledge of any case of that kind. (*Mr. J. Aubin.*) Speaking from forty years' experience I may say that I do not know of such a case."

10207. Those opinions appear to indicate successful working?—I think so.

10208. Do you attribute any substantial part of that success to the fact that the real power of deciding whether there is to be *curatelle* or not is given to six neighbours Perhaps I may be wrong. I do not quite understand from the forms how the proceedings commence?—Any interested person, whether a member of the family, or some person interested by reason of business relations, such as a creditor, or other person, gives information usually to the police of the district; a preliminary inquiry is carried on by the police, or at any rate is supposed to be carried on. As the result of this, the head of the police communicates with the Attorney-General, who is also *ex officio* the public prosecutor of the island. Thereupon the Attorney-General files an information with the Court, and states that a case has arisen for an inquiry, and moves the Court to make an Order. That Order goes, as a matter of course; the Attorney-General being responsible and representing the Crown moving for the inquisition, the Order issues as a matter of course.

10209. The whole procedure is based on the action of the official following the complaint of persons interested? —Yes.

10210. In that respect it is something like the modern French system?—Yes.

10211. Quite different from the English procedure in Section 116 of the Lunacy Act, or proceedings on an inquisition, where you have to satisfy a judicial authority by affidavits of medical and other witness?—Yes. At the same time, the police may *ex officio* give the information and move the Attorney-General in the first place, or the Attorney-General himself may *ex officio* on having some fact brought to his notice in any manner whatever, institute proceedings, or the Court might in the course of other judicial proceedings discover that a man apparently was incapable or incompetent to manage his own affairs, and might draw the attention of the public prosecutor to the fact and send the papers to him. Those are the different ways in which the proceedings may arise. As a consequence of the Order of Inquisition the Attorney-General, after conferring with the head of the police of the district selects a given number, usually eight or nine, of the notables of the district, persons of substance and integrity, presumably acquainted with the person in question, having known him for at least a year and a day, having had opportunities of seeing him and knowing his mental state and his general behaviour, as well as acquainted with his mode of administration and management of his affairs and property, and these persons are according to the form summoned to appear before the Court on a special day. At the same time the defendant is made a party to the proceedings by a specific form of summons.

10212. Do these six *principaux* judge of the matter as a jury who require to have every fact proved before them, or do they decide at once on their own knowledge? —They are informants. They do not give a verdict; on the contrary they are, as it were, selected witnesses.

10213. The procedure then is very simple?—Very simple. They are brought before the Court, an oath is administered to them, they are examined in the first place by the Attorney-General, usually eight or nine are called, and some of them may be challenged; they may be challenged for one reason or another, either by the public prosecutor or by the defendant or his Counsel. Those who are sworn in are examined by the Attorney-General and cross-examined by or on behalf of the defendant, and usually, in practice, also examined by the Court very closely.

10214. How long would an ordinary case like that take; a few hours?—If the case were one of well-established insanity, that is to say the man confined in a lunatic asylum, all the documents in connection with it submitted to the Court, so that the case was a very clear one, it might not take more than an hour at the outside. A disputed case of alleged habitual drunkenness for instance, or anything of that sort, might take a day at most.

10215. Have you had a case in Jersey in which a somewhat doubtful case has gone on, as they occasionally do in England, day after day, and I think I may say week after week?—No.

10216. You never had a case which lasted more than two days?—No, not that I can remember.

10217. To some extent the expense of the proceeding would follow its length?—Yes.

10218. Can you tell us what would be the minimum expense for a perfectly easily proven case, and practically the maximum expense for a big case, that occupied say a whole day or a little more?—The minimum I should say would be £6 or £7, and the maximum £14 or £15.

10219. Does that include Counsel's fees?—Including Counsel's fees, which are not otherwise than moderate. If the Interdiction is pronounced, the cost comes out of the estate of the person placed under Interdiction, otherwise the public authorities who have moved in the matter bear the cost.

10220. I think one Form condemns the Procureur-Général to pay, supposing he does not prove his case. That means the locality?—It means that the rate-payers pay.

10221. Can you tell us to what classes of insanity this is in practice applied usually? I understand from you it is applied to cases of prodigality. Would you give us a brief description of the behaviour which in Jersey would probably bring down such an application on a man's head?—A man who, having inherited good estate, having a wife and children, would be bringing destitution upon himself and them by reason of gambling and horse-racing or otherwise doing away with his property.

10222. Would they proceed before this result came about? If a man began obviously living extravagantly, living beyond his income, would they proceed for fear his property would be dissipated, or would they wait until it was dissipated?—The contemplation of the law is undoubtedly that the door should be locked before

the steed is out, but in practice it is exceedingly difficult for the public authorities to bring the matter before the Court until really things have got to a very desperate pass.

10223. Do you think that the possibility of it being brought before the Court acts as a restraint upon people who otherwise would be prodigal?—Yes, unquestionably, I claim that as one of the great advantages of our law.

10224. So its indirect effect is perhaps more marked than its direct effect?—Yes, the preventive effect is probably greater in a number of instances than the punitive effect is afterwards as regards the cases actually brought before the Court. I think it acts in a marked degree in the prevention of prodigality. In that way I think it is very much ahead of the French system, although it is borrowed really from the ancient Normandy procedure.

10225. You prefer it to the modern *conseil de famille*?—I think it is much more complete, more easily workable. The amount of restraint is very much greater, and altogether I think the results are more favourable.

10226. And the restraint by *curatelle* is quite sufficient under that Act of 1862?—Yes.

10227. You have never had any scandal of *curateurs* squandering funds?—No, they are under the supervision of the Attorney-General. By a recent statute they have been more stringently than ever bound to make an inventory of the property, to administer it under the direction of the *conseil de famille*; also they are strictly bound to render accounts.

10228. A considerable number of the provisions of the English Lunacy Acts, the Act of 1890 chiefly, have been re-enacted in Jersey?—A great many in compliance with the Royal Commissioners' recommendations, to fill up the gaps in the then state of the law, so that since 1859 a great deal of beneficial legislation in various ways has been carried out in the island, both in regard to juveniles and in regard to grown-up feeble-minded people. We have established the Jersey Home for Boys and the female orphanage at Grouville, for the class of unprotected and feeble-minded children. We have established provision not only for juvenile delinquents, but also for other classes of children requiring special protection. With regard to those that we cannot dispose of locally, we have by arrangement with the Home Office been enabled to send them to institutions in this country subject to certain formalities and so on, under Order of the Court. In addition to that we have adopted a great deal of the English legislation and further legislation to meet more especially local wants as regards private lunatic asylums and such-like institutions. We have thus established a system by which any person having in his or her charge, care, custody, or being in any way responsible for, any weak-minded person or lunatic in any degree, is bound to give information. Then a permanent Committee of the States of the island has been given visiting powers and exercises very vigilantly these powers by a system of surprise visits by day and by night, these visitors having power to deal summarily with certain cases; in others to report to the Attorney-General and to set his action in motion.

10229. That expressly refers to cases of uncertified lunacy of all degrees?—Yes.

10230. If you have care of a person and maintain that you were not under the jurisdiction because he was not a lunatic, that would be of no avail if he was really to some extent insane?—No; a special provision in one of the sections says, insanity of any degree—which is most elastic.

10231. And is in practice used in an elastic way?—Yes, a parent having a weak-minded child is bound to report it; that is where the difficulty does come in in practice. The powers of visitors are great; their discretion must be equally great.

10232. In fact it brings about that this Committee does know the defective population of the Island?—Yes.

10233. Do you happen to remember whether the provision of the Lunacy Act relating to administering property of people of defective mind has been renewed in Jersey, or does the system of *curatelle* do away with the necessity for it?—The system of guardianship with regard to minors and *curatelle* in regard to grown-up people deals effectually with that aspect of the question.

10234. All cases would come under one or other?—Yes.

10235. (*Mr. Greene.*) Can you tell us what the regulation is with reference to persons who have feeble-minded people in their control making disclosure thereof?—Yes, I can refer to the Statute. By Article 34 of the Statute (mentioned in the *précis* p. 589) of the 22nd January, 1883, it is expressly forbidden for any person to keep in his or her custody any person suffering from mental infirmity whatever may be the degree thereof, whether it be a member of his or her own family, or a relative, or a person allied by marriage, or a friend, or a stranger without forthwith notifying the fact to the President of the Committee under a penalty of £10 at least, and £25 at the most. The Committee may visit any such person in a private house at any time when the Committee may think fit, and may, if need be, be accompanied by a doctor or surgeon. The Committee if it should find fit may give information to the public prosecutor in regard to any circumstances which may come to its knowledge in regard to such feeble-minded person in order that action may be taken.

10236. Is that Statute one of the Statutes of the Realm passed up here or is it some local ordinance?—It is an ordinance passed by the legislature of the Island which consists of the States of the Island and the King in Council. That forms the full legislature of the Island.

10237. Is that ordinance, do you believe, acted upon generally?—I believe it is.

10238. And is no resentment felt by the people at having such legislation put upon them, such as the obligation upon the parent to disclose to a public authority the feeble-minded condition of one of his own children?—No, because the utmost discretion is used, and the information given to this public body is not disclosed except to other responsible officials and for official purposes, so that the matter is only brought to the knowledge of the police, the public prosecutor and the responsible Committee of the States.

10239. This notification may relate to a visitor in the house and not only to a person's own family?—No, even a visitor.

10240. What would be the next step that would be taken by the authority?—They could appoint two visitors of their own body and they would use their discretion as to whether they should come and visit this person by a surprise visit at any time. They are empowered by the 2nd section to do it, and in practice they do so whenever it appears desirable to them to do so.

10241. Is that in operation in regard to the rich as well as the poor?—Quite so.

10242. If the visitors think that the case is one in which the feeble-minded person requires treatment, can they at once, and do they at once, institute proceedings for having that person taken care of?—Yes.

10243. And his property taken care of?—They have a right to be assisted by a medical man and they may refer to the Attorney-General.

10244. In the case of an adult stranger has he any chance of appeal from the determination of this body?—Yes, the appeal would be in the first instance to the Attorney-General, and I presume that in that case, as in every other, his ultimate right of appeal would be to the Courts of Justice if he was dealt with wrongly or oppressively.

10245. I am not dealing with anything in the nature of harsh treatment or assault; I was looking at deprivation of liberty or putting in a committee of the property?—Yes, I am referring to that.

10246. There would be something akin to *habeas corpus*, or some power in the court to review the position in favour of the applicant?—Nothing could be done with regard to his property without proceeding in curateurship; then the whole matter would, in a public way, come before the Courts of Justice.

10247. Take the case of a parent reporting with reference to his own children. At what age do they make that report. Do they wait till the school age is over, or do they make it in infancy?—By the Statute they

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bound to make it irrespective of age. So soon as the parent could reasonably realise the child was defective it would be the duty of the parent to report the fact.

10248. Are quite young children reported in that way, as a matter of practice?—Yes, I believe they are.

10249. Then has this authority got *seisin* of the child for the rest of his life? There is the record that it is reported defective; is the parent required to account for the movements of that child throughout its whole life?—While the child remains within the jurisdiction the Committee would use its discretion as to whether it should remain under supervision or not. That would rest with the Committee. The Committee would be supposed to visit that child once a quarter as a minimum; oftener if they think fit.

10250. There is nothing to prevent a parent removing from the jurisdiction?—I presume not, but if it came to the knowledge of the Committee or the authorities that this were done with a view to inflicting a wrong on the child in any way I presume the Attorney-General could then move the Court, or any interested person or other member of the family or any friend could move the Court, to appoint a guardian for the child. Then a guardian could be appointed who would be sworn in and the child could then no longer be removed out of the jurisdiction.

10251. What sort of guardians are appointed? Are they public officials or friends suggested by the family?—Usually the law looks upon it as the duty of the nearest relatives to assume the duties of guardian, four on the paternal side and three on the maternal side; failing those, the next in degree; failing relatives or connections, then friends and neighbours; failing those, then some other means would have to be adopted.

10252. There is no difficulty in getting guardians?—None whatever.

10253. Do they replace them when they die off, or move away?—By the law of Jersey no one is bound to discharge the duties of *curatelle* or guardian for a period longer than a year and a day; in practice when all goes well the period is a much longer one.

10254. Is it left to the Committee to say whether the child should be removed to one of the establishments which you have told us of, or whether it should remain with its parents?—The removal, if thought expedient, would be brought about, not by an order of the Committee, but by setting the necessary machinery in motion in order to get a guardian appointed, then that guardian would effect that removal, and he, together with the *conseil de famille*, would decide on the measures to be taken subject to the control of the Attorney-General.

10255. Are the parents or the family made compellable to maintain the child while it is under care in this way?—They are.

10256. Is that exacted by the guardian, or how is compulsion effected?—They are compellable by judicial process.

10257. Are these establishments you have mentioned maintained by what we should call the Poor Law here; by public money provided by the ratepayers?—One of them, the Family Orphanage at Grouville, was established by private philanthropy; it is largely supported now by various grants from the authorities, but officially speaking it is not an absolutely public institution; it is governed by a private Committee although largely supported by the authorities. The Jersey Home for Boys, which is in its essence an industrial school in the true sense of the term—that is to say, it is not a reformatory in any way—is a public institution.

10258. Can you tell us what number of feeble-minded people there are now under control in Jersey?—No, I do not possess any information on that.

10259. (*Mr. Byrne.*) Can we have that?—Yes, if you would give me in a definite form the information you wish, I could give you all these returns.

10260. (*Mr. Greene.*) We may take it it is not only dipsomaniacs that are dealt with, or profligates in the sense of those who are extravagant, but people whose minds are absolutely defective, what we might term very nearly imbeciles?—Yes, a large number of cases for *curatelle* are cases of people as to whom the measures taken are absolutely for their protection for their own good and for the good of their family. People, for instance, possessors of property, suffering from senile decay, and therefore unfit to manage their own affairs.

10261. Is there any restraint on marriage on the part of persons who are of feeble-mind?—It depends on the degree; no person of unsound mind can contract marriage.

10262. Would those persons who are under *curatelle* be prevented from marrying?—Your question must be answered with a distinction. If the *curatelle* is by reason of insanity, the answer should be in the affirmative; an insane person cannot marry. If it is for other causes, if the person is merely feeble-minded, but not certified or a provable lunatic, I presume the marriage contract would hold good.

10263. I rather gather from your statement that medical evidence is not by any means essential to putting persons under *curatelle*?—No, and it is thought by some that there should be an alteration in our system, and that it should be possible to bring medical evidence. I may say that, in practice, the Attorney-General usually in selecting *principaux*, that is to say, notables of the district, endeavours if possible to secure the attendance of one or two medical men of the particular district having the other qualification and fulfilling the other requirements of the law as *principaux*. In practice as a rule there is not much difficulty about that.

10264. Then you rely rather on evidence that is not expert evidence?—We rely upon both.

10265. They are a sort of judges, as I understand; they are not witnesses?—Yes, they are witnesses; they do not give a verdict.

10266. They are members of the Court?—Who, the *principaux?*

10267. Yes?—No, they are merely informers, technically; they are examined on oath and give evidence on oath.

10268. Can the alleged feeble-minded person call evidence to show that he is not feeble-minded or not insane?—He cannot call evidence, but counsel on his behalf may submit to the Court a certificate from a specialist or a medical man to the effect that his client was not suffering from insanity.

10269. Unsworn certificates?—These would be; just as the Attorney-General, on the other hand, could produce the certificates, if he possessed any, of the medical men who had certified.

10270. Neither of these sets of experts would be cross-examined or sworn?—No.

10271. (*Mr. Loch.*) Would they not be cross-examined?—They would not be heard; only their certificates would be produced.

10272. (*Mr. Greene.*) What power has the *curatelle* to direct the custody of the person of the feeble-minded person?—The *curateur* may place the interdicted person under restraint with certain safeguards. The principal safeguard is the supervision and action of the Attorney-General; ultimately that of appeal to the Court.

10273. But what is the nature of the control that is exercised? Do they live in houses in the ordinary way with their relations?—If the *curateur* and his *electeurs* found they could not keep the man under proper and sufficient restraint in his own home, they might place him as a boarder in the general hospital of the island, or some other institution of that sort, or in a private asylum, or in a public lunatic asylum.

10274. In the private asylum has the keeper the right to rearrest if there is escape, or the right to control?—The *curateur* could obtain the assistance of the police; he would complain to the Attorney-General, and the Attorney-General would give directions to the police if he thought fit; on the other hand, he would inquire into the matter, and there might be an appeal on the part of the person under interdiction.

10275. (*Mr. Loch.*) Does this apply equally to poor people, as we should say, artisans, or people earning 30s., 40s., or 50s. a week? Is it the law for all, in that the same care is taken as to the preservation of the property in *curatelle*?—Absolutely.

10276. So you may say it is equally a democratic measure?—Yes.

10277. Is there any power of control or restraint if you send the patient to a general hospital, as is put down here, or a poorhouse; can he go out and in when he likes?—, Only subject to the rules of that institution.

10278. The restraint of that institution, under its rules, becomes his restraint?—Yes.

10279. Therefore, you have great variations in the power of detention, according to the institution?—Yes.

10280. You find that answers?—Yes.

10281. Then you use boarding-out, too, I presume?—Yes.

10282. There, again, it is the individual control of the *curateur* that is the public guardianship of the man?—Yes.

10283. Have there been any scandals in the way of elopement or anything of that kind in the last five or six years?—No, I have not known a single case of abuse, of oppression, or of scandal within the last thirty years.

10284. Is that partly because the community is a small one, and everybody knows the affairs of the members of it—is that the real safeguard?—No, I should think it is because the system is worked very considerately both by the people and the authorities, who are familiar with the system, like it, and think it is for the general good.

10285. It is not decaying at all as the system is in France?—No.

10286. It has not become habitual for the relations to appear by solicitors—they can appear by a solicitor?—No, the *electeurs* can appoint the fittest, and they might consider the family solicitor was the fittest, yet in practice the authorities and the Court discourage that. Stress is laid upon that. Parties are always enjoined to appoint one of their own number, a relative in preference, and only to appoint the family solicitor if no member of the family is competent or able to do it.

10287. So that, in fact, it does not become a mere piece of solicitors' work?—No, and that is where I think our system works infinitely better than the Continental system.

10288. (*Dr. Dunlop.*) In dealing with poor persons who are appointed *curateurs*, persons of the so-called working classes, how do you proceed?—We proceed in exactly the same manner. Although every defective person is liable to be placed under curateurship, and technically be under curateurship, yet where a man is otherwise well cared for either by his relatives or in some institution, if he is a pauper no proceedings in curateurship are taken, in practice, until it becomes necessary, for some reason or another, to provide him with that means of protection. If he comes into any money, or if it is found that he has any money, then recourse is had to proceedings in *curatelle*.

10289. I think you said this process applies to the wage-earning class?—Yes.

10290. What class of persons would you get to act as *curateur*?—Their own relatives. The duty is cast in the first place upon the relatives. The *conseil de famille* is composed, normally, of the four nearest relatives on the paternal side, and the three nearest on the maternal side. Normally the duty is cast upon every one of those seven to elect himself, if the fittest, to the office of *curateur*; it is his duty to do it. They may, on the other hand, consider that they are not competent to do so, or they may be too much pressed with business of their own, or in other ways, to do so. In that case they may name an outsider.

10291. Are the curateurs paid?—No, the office is essentially gratuitous.

10292. It has been put to us here that there are some feeble-minded persons working as gardeners. Supposing a gentleman in Jersey had a weak-minded gardener that required *curatelle*, who in that case would act? Suppose that he is not a Jersey man at all, and had no relatives in Jersey?—Either the man's neighbours or his friends.

10293. If he had no friends or neighbours?—If he were not a Jersey man the question would arise whether he was chargeable on the rates or not. If he became chargeable he would probably be sent back to his union in his own country.

10294. That is before the expiration of three years?—No.

10295. Is not there a three years limit?—No, that is for Guernsey.

10296. Not for Jersey?—No.

10297. The pauper classes are not dealt with in this way?—Yes, the law is the same for all.

10298. I want to get some conception, whether this is a practical procedure for this country where by far the larger number of the cases have no property, and they are cases looked after by their friends?—There is no object in appointing a *curateur bonis* if there is no property.

10299. They are *curateurs* of the person too, are they not?—Yes.

10300. Is the guardianship, in your opinion, a practical method of dealing with the habitual police court drunkard, the street pest?—No, I do not think it would be sufficient, because in practice the police authorities will not have that means of dealing with the drunkard who has no property whatever.

10301. This procedure might be an advantage to the moneyed classes but not for the sunken classes?—Quite so.

10302. (*Dr. Needham.*) Have you any public body in Jersey who inspect the various places in which lunatics, or people of feeble mind, or defectives, are confined?—Yes.

10303. What is that body?—In the first place, with regard to the public lunatic asylum, that is an island institution that is managed and governed entirely by a public body, by a committee of the States of the island.

10304. But is it inspected by any State Department?—Yes, the committee are the State Department; it is under their own absolute control.

10305. The committee are not inspected by any superior authority?—There could be no superior authority to them; they are the highest possible authority.

10306. The people who manage the asylum?—Yes; I am not speaking of the officials, I am speaking of the directing committee.

10307. Of course in England each asylum has its own committee, but there is an inspecting body outside that committee. I wanted to know whether that is so in Jersey?—No; the public asylum is a State institution. Then a special department, composed of twelve members of the State, has charge of the establishment, has the supervision and inspection of it. Under them there is a complete staff, a complete department, which corresponds more closely to the committee of the institutions to which you refer. With regard to the private lunatic asylums, they are under the supervision of a different body, the Private Lunatic Asylums Department of the States; also a committee of the States.

10308. Is there any committee of the States, or any other body, which inspects from time to time the weak-minded people under their care?—Yes, a delegation of the Private Asylums Committee is supposed to visit every such person once a quarter, at least, throughout the year.

10309. Then all the people of feeble mind, whatever their defect, are visited by officials who visit the lunatic asylums or some of the lunatic asylums?—Yes.

10310. There is no disadvantage in the visitation of people who are not lunatic by people who visit people who are avowedly lunatics?—None beyond the fact that a family might find it painful that a case which is on the border line should become one for public inspection or inspection by visitors. That is a slight difficulty that arises which in some cases becomes a matter of delicate appreciation, as to whether the person is or is not feeble-minded.

10311. Still he has to be visited?—Yes.

10312. (*Chairman.*) There is one point Mr. Byrne has asked me to ask you, that is as regards that part of the report of the Commissioners which comes in the second column of your printed statement, about half-way down, where it speaks of the individual being called on to sign a procuration appointing the person to be his *procureur*. Is that a thing which continues now?—Yes.

10313. Is it made use of?—It is largely made use of.

10314. Do you find it satisfactory?—It is. We refer

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to it as a species of semi-interdiction. In practice it answers much less well than a system of interdiction, for this reason, that there is far less control. The courts of justice, in practice, very seldom acquiesce. It often happens that counsel on behalf of the defendant will say: "I admit my client is feeble-minded, still I do not think the circumstances warrant a full *curateurship*. and the circumstances of the case might be met by allowing him to place himself voluntarily under a semi-interdiction by appointing a *procureur général*.

10315. (*Mr. Byrne.*) Is that absolutely the same proceeding, the appointment of the *procureur?* Can it be done without any public discussion?—Yes, it can be done at Chambers. It has to be passed before the President of the Court, before the Bailiff, and two judges.

10316. Is that the advantage of it?—That is the advantage of it; some people prefer that system on that account, but it is open to abuse. There is much more difficulty in bringing a *procureur général* under control, in getting him to render a full account of his administration. It gives him very great power and hardly with sufficient safeguards. The answer to that is that it is the voluntary act of the party; but in most cases the Attorney General, on the one hand, and the Court on the other, if necessary, insist on an inquisition taking place.

10317. (*Chairman.*) They may insist?—Yes; before a man is allowed to appoint a *procureur général* he is examined in the presence of his counsel at Chambers by the president of the court very carefully, first of all in order that his mental state may be ascertained by the court. Then the circumstances are enquired into, why he wants to do this. The court satisfy themselves that he understands all about it, that there is good reason for doing it, and also inquire into the reason why the ordinary normal procedure of *curatelle* is not resorted to; and unless the court is satisfied on these points the procuration is rejected. If once the procuration is passed it is put on record. The *procureur général*, just as the *curateur*, has to give notice to the public in order that no one shall enter into any contract from that date with the person under procuration; no bargain made or contract entered into with the person under interdiction or semi-interdiction is valid.

10318. (*Mr. Byrne.*) What is the law of Jersey with regard to a person who, in ignorance of the existence of *procuration* or *curatelle* affecting the other party, makes a contract?—In Jersey we have absolute compulsory registration with regard to all deeds of conveyance and everything relating to the status of persons; and once the *procuration* has been made matter of record no one can plead ignorance, no man may say, "I did not know it."

10319. (*Mr. Loch.*) Taking the same point, if a man escapes from this kind of detention is it a police affair at once?—It would be a police affair at once. The police would assist the authorities of the particular institution in recovering the person.

10320. Then the arrangement under which he remains in the institution will continue as before?—Yes.

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10321. (*Chairman.*) You have been so kind as to give us a statement of your evidence, also a statement as to the Earlswood Asylum. May we take both of those and put them on our notes?—Yes.

STATEMENT OF THE EVIDENCE IN CHIEF TO BE GIVEN BEFORE THE ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED, BY CHARLES CALDECOTT, ESQ., M.B., MEDICAL SUPERINTENDENT OF THE EARLSWOOD ASYLUM, ON BEHALF OF THE VOLUNTARY INSTITUTIONS FOR IMBECILES.

Prefatory Remarks.—There can be no dispute about the fact that there are a very large number of children who are incapable of being educated in ordinary schools under the ordinary teachers, either on account of being backward, mentally dull, or mentally deficient in some way, and consequently anyone who has been thrown into contact with this class of child can only regard with pleasure the action of any County Council or Government who by some practical means endeavours to educate and care for this class.

In the same way, it can be stated without fear of contradiction that there are a large number of "Imbeciles," "Feeble-minded" or "Defective Persons," who are not certified under the Lunacy Laws, and for whom there is no provision either with regard to their care, training, or control.

Recognising the wide terms of this reference for the consideration of the Royal Commission, and in order that there may be no confusion of present terms, I will designate the above class of persons (whether children or adults) who cannot be educated in ordinary schools by ordinary teachers, but require some special instruction as "Congenitally Mentally Deficient Persons," that I may evade for the present such terms as "Feeble-minded," "Mental Defective," "Imbecile," "Idiot." I also take this designation to include those persons who are mentally deficient from early years, as well as those who are so from birth, but I would exclude those who are merely backward, either from want of being tanght or from some physical defect, and also the "dull or backward children" who are met with in every public school, who generally remain near the bottom of their class and go up by degrees from class to class and who learn little, because they have little power of application, and who are not, in my opinion, amongst those whom I would describe as "Congentially Mentally Deficient Children," in which term I should include the so-called "*Feeble-minded*," the so-called "*Mental Defectives*" "*Imbeciles*," and "*Idiots*."

Speaking generally, I think we may definitely assert that:—call these children what we will, for example, call them "Idiots," "Imbeciles," "Mental Defectives," or "Feeble-minded," I think most authorities will agree with myself that if it is necessary to place any child in a special class or institution under special teachers, because he cannot be educated in an ordinary school and under ordinary teachers, then I think I shall have 90 per cent. of expert evidence on my side when I say, we shall find that these children (call them by whatever name you like) will require *some kind of permanent life-long supervision or control.*

I maintain that that is a general rule to which there are brilliant exceptions to be considered later on, but I am prepared to admit that a large proportion of this class can be trained to assist *in the maintenance of any home or Institution* in which they may be placed.

Granted that this statement is correct, viz., that these "Congenitally Mentally Deficient Persons" will require life-long care of some kind, I think that the members of this Royal Commission will agree with me that whatever arrangement is going to be suggested for their education, training, or control, it is as well to bear in mind that such life-long care is required, as it may possibly in the end save expense, and I would recall to the members of the Royal Commission the efforts in the education and training of this class which have been made in the past.

Amongst the various experiments in the past are the following:—

(1) The pioneer experiments of the Rev. Andrew Reed, D.D., Dr. Conolly and others, in the care, education, and training of "Idiots."

(2) The experiments of the National Association for the welfare of the so-called feeble-minded during the last ten years.

(3) The experiments and experience of the American schools for the "Feeble-minded."

(4) The work of the School Boards in the special classes.

(5) The Act of 1899 for the Education of Epileptics and Mentally Deficient Persons.

(1) EXPERIMENTS ON THE EDUCATION AND TRAINING OF IDIOTS.

Up to sixty years ago there had been in this country no attempts at educating or training "Congenitally Mentally Deficient Persons" who were designated "Idiots."

About this period it was thought that many of these "Idiots" could be educated and taught trades to such an extent that it was hoped they could be brought up to a normal standard as human beings. It consequently was presumed that all so-called "Idiots" could be educated under proper teachers.

For this purpose Dr. Andrew Reed started Park House, Highgate, and Essex Hall, Colchester, which ended in the building of the Earlswood Asylum in the years 1853 to 1855.

At this period *all* "Congenitally Mentally Deficient Persons" were called "*Idiots*" *and were certified as* "*Idiots*" under the Lunacy Acts, and the Earlswood Asylum was licensed as a Lunatic Hospital under the Lunacy Acts.

Shortly after the opening of the Earlswood Asylum, the Eastern Counties Asylum was started as an independent institution for the four Eastern Counties, and it was found that many cases admitted into these institutions could be materially improved, and in some cases sufficiently so to earn their own living.

Within a few years there were also started the Royal Albert Asylum, Lancaster, for the seven northern counties; the Western Counties Asylum at Star-cross, and the Midland Counties Ayslum at Knowle, near Birmingham. All of these institutions for "Idiots" were licensed under the Lunacy Acts, and every patient admitted to these institutions was admitted as "Idiot" under two medical certificates and under the Lunacy Acts.*

As time went on the term "Idiot" became a reproach and was used to designate especially a type of "Congenitally Mentally Deficient Person" who was incapable of any improvement, in other words, one who could not talk, could not dress or undress, could not attend to the calls of nature, and in many instances, could not feed himself, and it was recognised that it was extremely obnoxious that those persons who could be trained and educated, in some cases to be self-supporting, should have to be certified as "Idiots" in order to obtain the benefit of going to the institutions for training. Consequently in the year 1886, an Act was passed entitled The Idiots Act, into which the word "Imbecile" was introduced as a statutory term for the first time, and it was understood that the word "Imbecile" should mean that class of "Congenitally Mentally Deficient Person" who was capable of being educated and trained, as opposed to the class of person who is called "Idiot" and who was incapable of being educated and trained.

Under this new Act of 1886, the patient is admitted on a simple medical certificate, stating that he is "Idiot" or "Imbecile" from birth or early years, and is capable of receiving benefit by training in such and such an institution, and from the year 1886, up to the present time, all grades of "Congenitally Mentally Deficient Persons" have been received into the voluntary institutions for "Idiots" and "Imbeciles" under this single certificate.†

*Note.—Special emphasis is called to this fact that all "Congenitally Mentally Deficient Persons" of whatever grade of mental deficiency, who were taught and trained in the Imbecile and Idiot Asylums up to the year 1886 were absolutely certified as "Idiots."

†Note.—Again I wish here particularly to emphasize that all grades of "Congenitally Mentally Deficient Persons" have, ever since the foundation of the Voluntary Institutions for "Idiots" and "Imbeciles" been received into these Institutions, whether they were "Idiots," whether they were "Imbeciles," whether they were "Mental Defectives," or whether they were so-called "Feeble-minded," all originally certified as "Idiots," and from the year 1886 to the present year all certified as either "Idiots" or "Imbeciles." For our own practical convenience we designate all our patients as belonging to one of three classes, viz., "Idiots," "Low Grade Imbeciles," "High Grade Imbeciles," but, in spite of being thought to repeat myself, in order to be perfectly clear, what I desire to emphasize is the fact that "High Grade Imbeciles" (which are equivalent to "Mental Defectives," or so-called "Feeble minded") have always been received, educated and trained in the Idiot Asylums up to the year 1886 as "Idiots" and after the year 1886 as "Imbeciles," and that the Idiot Asylums are not now altering the class of patients they take, but are simply adding to, or altering their titles, in order to keep pace with new legislation, which is being made for this class of "Congenitally Mentally Deficient Persons."

The Result of Experiments in the Idiot Asylums.

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From the experience of fifty years' working with all types of "Congenitally Mentally Deficient Persons," it is, I think, perfectly clear that most of the patients in the various grades can be improved, some of them can be educated and taught trades, so as to become partially, or almost self-supporting, while in the institutions, and a brilliant few—which are quite exceptions—and not on the average more than 1 per cent. I should say, of the total number that come to us—can be turned out to earn their own livelihood in a separate existence in the outside world.

(2) Experiments of the National Association for the Welfare of the Feeble-minded.

About ten years ago the National Association for the Welfare of the Feeble-minded was formed, in order to start small homes in various parts of the country, to train for two or three years a class of child which was called "Feeble-minded" under the impression that this child was neither "Idiot" nor "Imbecile" and could not be certified as such, and consequently belonged to a class of children who could not be admitted to the idiot asylums.

It was, however, pointed out at the time that such children were merely high grade "Imbeciles" and belonged to a class which every imbecile institution had amongst its patients. The National Association, however, refused to take this view and even stated that if the idiot asylums had this class they had no right to receive them, as it was harmful to them to be mixed up with "Idiots" and "Imbeciles." I say without hesitation that the authorities of the National Association for the Welfare of the Feeble-minded have found after a few years' experience that they cannot train their "Feeble-minded" cases to be self-supporting and that they are coming round to the view that in nine cases out of ten these cases require permanent life-long care and control, or in other words, that they require what the imbecile institutions possess, viz., the power of having these cases certified and controlled if necessary for life.

Surely this only means that they are dealing with the same class of patient under another name?

The managing officials of voluntary institutions for "Idiots" and "Imbeciles" have visited various homes which are maintained by the National Association for the Welfare of the Feeble-minded and are firmly convinced that their pupils are of the same class as those received into the imbecile institutions; and also that many of the pupils treated in the special classes under the London School Board are similar to the patients in the voluntary institutions and could be better treated in the latter.

I shall be pleased to give the members of the Royal Commission impressions of visits I have paid to one or two of the Homes which are maintained by the National Association for the Welfare of the Feeble-minded should such information be desired.*

From the above remarks it appears justifiable to conclude that the highest type of "Congenitally Mentally Deficient Person" or High Grade Imbecile (viz., the so-called "Feeble-minded" or "Mental Defective") has always been received into the Idiot Asylums; and in our opinion also the National Association was founded under a wrong impression, the originators believing that they were dealing with a class for whom there was no provision of any kind, and also that this class could be made self-supporting.

(3) The Experiments and Experience of the American Schools for the Feeble-minded.

In America they appear to have treated this "Congenitally Mentally Deficient" class of person in a more enlightened manner than in England, and several of the States (at least sixteen or seventeen) have their own separate "*School for Feeble-minded.*"

*Note.—I should like here to emphasize the fact that the National Association for the Welfare of the Feeble-minded have certainly changed their opinion with regard to the amount of benefit which they are able to confer on children of the class which they are endeavouring to treat, and I would further point out that the late President of their Association by personal investigation found that in the Earlswood Asylum there were cases more intelligent (who were certified as "Idiots" or "Imbeciles") than any children the President had seen in any of the Homes maintained the above Association.

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The term "Feeble-minded" is used in America in a generic sense and includes the whole class of "Congenitally Mentally Deficient Persons," whether they are "High Grade Imbeciles," "Low Grade Imbeciles," or "Idiots"; in other words, a child who is sent to a "School for the Feeble-minded" is certified as "Feeble-minded" and is there classified according to its mental capacity, and consequently, whether a child is an "Idiot," "Imbecile" or a "Defective," it is called "Feeble-minded."

One of the advantages of this nomenclature is, that it removes the obnoxious epithet "Idiot" and is less harassing to a parent's feelings.

In these "Schools for the Feeble-minded" in America are "Congenitally Mentally Deficient Persons" of all ages and all grades, from the helpless paralysed idiot to the person who is a little more than the "Backward Child," and from the child of five to the "Imbecile" of sixty or seventy years of age, the one object being by permanent life-long education, training, care, and control, to free the State from all kinds and classes of "Congenitally Mentally Deficient Persons" of all ages.

(4) The Work of the London School Board in the Special Classes.

The success which has attended the education of the pupils who have been sent to special classes owing to their inability to acquire knowledge in the ordinary classes has been very marked, and Mrs. Burgwin, with her staff of teachers specially trained to deal with this class of pupil, is to be highly congratulated.

Not being personally acquainted with the work of these special classes of the London School Board, I can only express my astonishment at the high percentage of pupils who, I understand, are regarded as capable of earning their own living after they attain the age of sixteen from the special education acquired in these classes.

It has been stated that about one-third of the total number attending these classes are sufficiently improved to be self-supporting.

This success appears to me to be so phenomenal, that I think it should be proved beyond all possibility of doubt that no pupil is admitted to the special classes who is merely dull or backward. On the other hand, with regard to those who, at the age of sixteen are reported to be put into situations and earning their own living, I am of opinion also that the question should be settled beyond all dispute, as to whether these cases are actually competing in the world at large against ordinary normal labour, without any supervision, control, or assistance of any kind from benevolent and philanthropic persons.

Is every pupil in the special classes of the London School Board a "Mental Defective"?

Is every "Mental Defective" who has been through the special classes of the London School Board and left to earn his own living after the age of sixteen, doing so entirely on his own account, or is he assisting in the work of a home, a farm, or under the care of a philanthropic or benevolent person who is paying a small wage and keeping an eye over him?

I cannot help feeling that if both these questions are answered honestly and straightforwardly, that the actual number of those who are self-supporting after they leave the special classes would be much less than one-third, and on the other hand, if it be true that most of these require some form of assistance, supervision, or control, then I maintain that the assertion made at the commencement of this evidence is correct, and that all "Congenitally Mentally Deficient Persons" require some form of permanent life-long supervision and control.

(5). The Act of 1899 for the Education of Epileptics and Mentally Deficient Persons.

Of all Acts of Parliament this one appears to me to be the greatest enigma, and possibly may be the means of preventing satisfactory legislation for the whole class of "Feeble minded" persons generally.

Into this Act the term "Mentally Defective" was introduced (I regret to say) in order that the word "Feeble-minded" should not appear. This course was taken owing to the opposition which was brought forward to the exclusive use of this word "Feeble-minded" for the highest grade of "Congenitally Mentally Deficient Persons" who, up to a recent period, had always been considered "High Grade Imbeciles."

In this Act a "Mental Defective" is described as one who *is not merely dull or backward, and on the other hand is not either "Idiot" or "Imbecile."*

I venture to ask what medical expert could honestly certify a "Congenitally Mentally Deficient Child" under this certificate, knowing that at the same time that very same child could be, and is being, admitted every year into the imbecile institutions certified as "Imbecile"?

The whole thing is a paradox.

There are grades, several grades, of "Feeble-mindedness" and there must be considerable overlapping of the grades, but I venture to assert that no expert could honestly draw such a distinction.

The Commissioners in Lunacy have refused to attempt to define it.

Conclusions from above.

It will, I think, be apparent that the various institutions, associations, or public bodies which have been working in the past have all been dealing with various grades of the same class of patient, viz., "Congenitally Mentally Deficient Persons," and I think we are justified in presuming that all arrive at the following conclusion, viz., that this class of patient, excluding a few brilliant exceptions, practically requires some form of permanent life-long control.

If this be so, is it necessary, or advisable, that there should be legislation for each individual grade?

Is it necessary to have an "Idiots" Act, an "Imbecile" Act, a "Mental Defective" Act, and a "Feeble-minded" Act?

If a further Act, to be called the "Feeble-minded" Act, is limited to a certain class, viz., the "High Grade Imbecile," will not the well-meaning but misguided philanthropists then clamour for treating the same class of patient under the title "Backward Children" or possibly the term "Weak-minded"?

Does it not appear that as a nation we shall make ourselves ridiculous if we keep on adding new Acts of Parliament for each supposed new grade to which well-meaning philanthropists choose to give a new name?

If this whole class of "Congenitally Mentally Deficient Persons" is to be legislated for under one Act, is it not advisable to embrace them all under the one title "Act for Feeble-minded," and under the instructions of the Act, to point out a distinction between "Idiot," "Imbecile" and "Mental Defective," and make these definite terms legal by Act of Parliament?

If also it is advisable to have an Act, to embrace the whole of the classes, called the "Feeble-minded Act" and to treat the various grades of these classes as "Mental Irresponsibles," is it not advisable that the Education Authorities should be relieved of all responsibility with regard to the "Feeble-minded," and that this class of patient should be placed under the Lunacy Commissioners, as are "Idiots" and "Imbecils" at the present time.

If it should be thought that the Lunacy Commissioners have too much to do, and it is not considered desirable to augment the number of the present body, would it not be better to institute a new Government Department for this class, rather than have them partly treated by the Education Authorities and partly by the Lunacy Commissioners, with no satisfactory legislation for the class as a whole?

From the above remarks and queries it may be inferred that my own recommendations for the treatment of this unfortunate class should be as follows:—

Recommendations.

(1) During the school age all children who are unable to be taught in ordinary schools under ordinary teachers should be classified as "Backward Children" and taught in special classes under special teachers.

(2) Those children who can be sufficiently improved in this special class should be re-drafted into the ordinary classes and then continue their education as ordinary scholars.

(3) Those children who cannot be sufficiently improved to be re-drafted into the ordinary classes as above, should, after being examined by experts, be definitely classified as "Feeble-minded."

(4) That Institutions should be provided for the reception and permanent care of all grades of the "Feeble-minded" of all ages.

(5) That once a child has been classified as "Feeble-minded" and sent to an Institution for the "Feeble-minded" the Education Authorities should have nothing to do with it.

(6) That once a child has been sent to a "Feeble-minded" Institution under the necessary certificate its detention in the Institution may be life-long and its discharge should depend on the managing authority of such Institution, or the Lunacy or "Feeble-minded" Authorities.

(7) That Institutions for the "Feeble-minded" should be under the care and control of the Commissioners in Lunacy, as are the imbecile institutions at the present time, and should it be deemed impossible for the Lunacy Commissioners to undertake this charge, a special Government Department should be opened for this purpose.

In making the above recommendations it is as well to foresee, if possible, what may be the opposition and whence such opposition may come.

The Education Authorities and the National Association for Promoting the Welfare of the Feeble-minded may desire to retain in their own power the education and training of "feeble-minded" children.

With regard to the Education Authorities, I think it is sufficient to say that if these patients are to be considered "mental irresponsibles" and to have all civil liberty and responsibility removed from them, then they should be under the Lunacy Commissioners and naturally do not fall to the lot of the Education Authorities.

If there should be opposition from the National Association for the Welfare of the Feeble-minded, I think such opposition is met by the opinion that that Association had its foundation under a wrong impression, and that its scope for work is too limited to suggest legislation for it alone.

On the other hand, if the opposition comes from the Lunacy Commissioners because they do not desire to have the control of this class, I think it would be advisable to constitute a new Government Department as above suggested.

With regard to the practical manner in which these recommendations should be carried out, to a certain extent it is immaterial whether it is done by colony or institution treatment, but personally I am in favour of institutions rather than colonies, and of large institutions rather than small Homes, for the following reasons:

(1) A large institution is more economical than a series of small Homes, because one can have a more varied selection of school teachers and instructors in the various trades, and in farm and garden work, than can be had in each individual Home if for a limited number.

(2) There is economy in administration; fewer doctors, matrons, and heads of departments, etc., being required.

(3) It is difficult to staff a small Home in a country place, the matron, the governess and servant finding it too dull to stay, and it being difficult to fill their places.

(4) An institution is likely to be better both for economy and supervision than a colony with separate villas.

(5) It is a further advantage to have the various grades, by means of which the higher class may assist in the treatment of the lower.

(6) There are also advantages of combined amusements, dances, concerts, entertainments, cricket, football etc.

(7) A large institution or colony would naturally possess its regular infirmary, infectious hospital, etc., but a small Home for twenty or thirty patients could not afford to have these, and a case of scarlet fever, or any zymotic disease, would be difficult to treat, as local authorities object to have the care of such a patient.

I feel I cannot close my evidence without drawing the attention of the members of the Royal Commission to certain evidence which has been given about the voluntary institutions for imbeciles, of which the Earlswood Asylum has been specifically mentioned by name.

Distorted, misleading, and damaging statements have been made about the imbecile institutions, and the Earlswood Asylum in particular, which statements in some cases have been absolutely untrue.

These same statements have appeared in the Daily Press, and the Chairman of the Earlswood Asylum wrote fully contradicting them; but the letter was not printed, and only brief extracts were published in a short paragraph a few days later.

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The Boards of Management of the voluntary institutions for imbeciles have passed resolutions of regret that they were not in any way represented on the body of the Royal Commission. If they had been so represented, such damaging and untrue statements would not have been allowed to pass without contradiction.

The statements to which I specially refer are—

That these institutions no longer take "Idiots."

That these institutions had applied to change their title.

That these institutions were changing the type of patient for which they were founded.

In refutation of these statements, I would point out that more than two-fifths of the patients in the Earlswood Asylum are "idiots," that about two-fifths are "low grade imbeciles," and about one-fifth are "high grade imbeciles," or so-called "mental defectives" and so-called "feeble-minded"; and that of this latter class (the "high grade imbeciles") a large percentage have been in the institution over thirty years and came to it certified as "idiots."

It is clear from the foregoing that the institutions for "imbeciles" have not changed their work, nor have they changed the type of patient. The only reason why the institutions for "imbeciles" have desired to add to or in any way alter their titles is, because the same type of patient, which they have always taken, is being given a new name.

ANSWERS BY THE EARLSWOOD ASYLUM TO QUESTIONS SUGGESTED TO BE SENT TO INSTITUTIONS BY THE ROYAL COMMISSIONERS ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

1. What was the date of the foundation of your Institution, and what is its full title?—1847, The Asylum for Idiots. Incorporated by Royal Charter, 1862. Registered by the Lunacy Commissioners in the year 1886 as the Asylum for Idiots, better known as the Earlswood Asylum.

2. What were the precise objects for which the Institution was founded?—The precise objects for which the Institution was founded are given in No. 2 of the General Regulations as approved by the Secretary of State for the Home Department, which runs thus:—"That the design of this Charity be, not merely to take the idiot and imbecile under its care, but especially, by the skilful and earnest application of the best means in his education, to improve his bodily powers, and prepare him, as far as possible, for the duties and enjoyments of life."

3. Has any modification or alteration in its constitution and objects been made since its foundation?—None whatever: owing to the tendency to more exactly define the degrees of mental deficiency, and since the word "idiot" is no longer accepted as a general term for all feeble-minded persons, the Board of Management, duly authorised by the Members of the Society, have adopted the explanatory title of "The National Training Home for the Feeble-minded" as a fuller designation, comprising idiots, imbeciles and the so-called mental defectives; and more fully defining the various types of cases treated at the asylum. The term of election to the foundation has been extended from five to seven years.

(*N.B.*—Our Incorporate name has not been *altered*, but we have *adopted* the *explanatory* title.)

4. Do you admit—(*a*) Both sexes, (*b*) Adults and children, and at what age?—(*a*) Yes, (*b*) Yes, cases of all ages and all types are admitted, but no case is entertained for the foundation until after five years of age, and the Board of Management prefer all cases, as far as possible, to be under sixteen, but there is no absolute rule on this point.

(5) By what method is admission to your Institution obtained?—(*a*) By Free Election by votes of subscribers, (*b*) By Election and Part Payment by votes of subscribers

Note.—Selected re-election cases are elected for life, limited to 100—the maximum number.

(*c*) By payment, of which there are three grades:—

(1) From 65 guineas upwards.

(2) From 120 guineas and upwards.

(3) From 250 guineas and upwards,

(4) Patients, after six months' residence, if suitable, may be retained for life on payment of a capital sum, computed on the principle of the purchase of an annuity—or

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(5) A donor of 500 guineas (or more) on a similar basis, secures the privilege of presenting a case during life.

6. From what district do you draw your inmates?—All over the world.

7. Is your institution subject to the control or supervision of any, and what, public authority?—It is managed by a Board of Management, and is subject to the control and supervision of the Lunacy Commissioners.

8. In what manner and at what period is that control or supervision exercised?—A printed notice has to be returned to the office of the Commissioners in Lunacy for every case admitted into, discharged from, or which has died in the Earlswood Asylum. The Commissioners in Lunacy visit officially at least once a year and report.

9. How many persons of both sexes have been admitted to your institution since its foundation, and what was the average age at admission?—Numbers: Males, 1,779; females, 1,107; Total, 2,886. Average age on admission: Males, 12·77 years; females, 13·04 years; total, 12·87 years. (These numbers do not include re-admissions.)

10. What has been the annual average number of your inmates, male and female, adults and children, during the last ten years?—

Table.

M.	F.	T.
357	180	537

	M.	F.	T.
Under 16 -	80	45	125
Over 16 - -	277	135	412
	357	180	537

11. How long do you retain the inmates in your institution?—Those who have been elected, or paid for life, remain until they die. Those who are pure payment cases remain as long as the payments are continued, or during the pleasure of the Board of Management. Those who are elected remain until their period of election is completed, viz., seven years, when, if suitable cases for further training, they are allowed to stand for another period of election, and so on.

12. What authority and what considerations determine the occasion of their discharge?—In the case of those patients who are received on payment, the discharge is authorised by the relatives. In the case of those who are admitted by election, they are discharged at the end of their seven years period by the authority of the Board of Management, and, as to re-election cases only, if they have failed in the two elections allowed to secure re-election. I would here point out that the Board of Management are rather strict in not allowing a case to stand for a second period on the re-election list unless there are distinct prospects of further improvement.

13. Are the inmates on admission bound by themselves or through their relatives or guardians to remain in the Institution for any, and what, stated period?—On admission the inmates are received with a medical certificate and order of reception from the responsible relative or guardian, and as far as the Institution Authorities are concerned, the order of admission and certificate hold good for the life of the patient.

14. What are the numbers of the staff of your Institution—(*a*) managing; (*b*) medical; (*c*) nursing; (*d*) teaching; (*e*) general servants; and what is the average annual cost of each branch of the staff?—(*a*) The secretary and four assistants at the London office and superintendent's clerk at the Institution; (*b*) The medical superintendent and two assistant medical officers; (*c*) male attendants—day forty, night three; female attendants—day thirty-one, night four.

Note.—These figures include head attendants.

(*d*) The teaching staff is divisible into school staff, and industrial trainers, or shop staff. *Teaching staff*: Females—four governesses assisted by four school nurses, but these nurses are included in the list of nursing staff. Male—the head school master and three school attendants, but the attendants are included, in the male nursing staff.

The shop or industrial teaching staff: Includes master artisan teacher in each of the following shops:—Printers', tailors', carpenters', basket, brush, shoemakers' and mat; and in each shop as a general rule there is a shop attendant: he, however, has been included in the male nursing staff.

(*e*) *General Servants*: These would be divided as follows—cooks, two; messmen and kitchen porters, five; laundrymaids, twelve; outside laundry hands, fourteen needlewomen, twelve; wardrobe and linen room maids, nine; housemaids and dormitory maids, eight; parlourmaids, two; hall porteress, one.

Trade artisans, including shop masters:—One master printer; one master boot and shoemaker; three ordinary boot and shoemakers; one master tailor; one sanitary man; one master bricklayer; one master plumber; one tinman; two stokers; two ordinary labourers; one master matmaker and upholsterer; one ordinary tailor; one master painter; one master carpenter; one assistant carpenter.—Total, nineteen.

Farm and garden labourers (including farm and garden bailiff).—Total, ten.

Storesmen (including storekeeper).—Total, four.

15. Do you admit to your Institution (*a*) epileptics; (*b*) idiots; (*c*) imbeciles; (*d*) feeble-minded persons?—(*a*) Yes; (*b*) Yes; (*c*) Yes; (*d*) Yes.

(*Note.*—Up to the present time we recognise no distinction between so-called (?) "feeble-minded" and "imbeciles," but all our cases come to us certified as either "idiots" or "imbeciles").

(16) How are the various degrees of mental defectiveness classified in your Institution, and by whom is the classification arranged?—The classification of the various degrees of mental defectiveness is in the hands of the medical superintendent. Broadly speaking, the arrangements are as follows:—The average general run of patients who may be considered imbeciles are accumulated into one big body on each side of the house. On the female side these are called school girls and are under the charge of the teaching staff, which is composed of four governesses and four school nurses. On the male side these are called basement boys, and they are under the charge of the school attendants assisted by others. The youngest children up to ten years of age are in the nursery (mixed sexes) under female nurses. The boys between ten and fifteen are on the female side under female nurses in a special class of their own; of these there are about thirty. Apart from the above classification, there is on each side of the house what is called the cripple class, which is composed of bad epileptics, paralytics, who are on the ground floor for living and sleeping, who take their meals in their own department away from the others. In addition to the above, there is what might be called a bad class, where the bad characters or the objectionable, destructive, violent, or low class of patient are accumulated. These have their own day-room, their own dining room, and are slept in observation dormitories, so that these patients also are separated from the general run. There are also on each side of the house private sitting rooms, private bedrooms, for the next higher class of paying patients, who take their meals separate from the general run. In further addition to the above, on the male side, there is a class of boys above the age of fourteen, who are supervised by a married couple. It is thus seen that broadly speaking on each side of the house there are six or seven different classes according to social and mental standard, the best and worst not associating with the general run of patients on each side. According to the general rule of the institution, all patients who are in any way capable of doing anything are expected to attend either the schools, the workshops, or housework, during the working hours of the day.

17. What is the proportion of the present number of your inmates in each class and of each sex?—

	Female side.	Male side.
Nurseries (mixed) twenty-four boys; seven girls - -	31	—
Small boys - - - -	39	—
School girls - - - -	68	—
First class girls - - -	12	—
Fourth class girls (bad) - -	33	—
Sixth class girls - - -	22	—
First class boys - - -	—	13
Basement boys - - -	—	142
Fourth class boys - - -	—	26
Sixth class boys (bad) - -	—	35
Seventh class boys - - -	—	27
Private patients (with own special apartments and private attendants) - -	1	4
Total	206	247

(18) Is the family history of each inmate ascertained before or upon admission to your Institution?—Certain items of the family history are asked in the official forms which are supposed to be filled in by parents of applicant when they apply for admission. Details of the family history are obtained by the medical officer from the parents when admitting the case.

19. Are statistical records kept of the origin and development of the mental defectiveness of each inmate, and how often, and by whom, are such records made?—Statistical records are kept with regard to the origin of the mental defectiveness of each inmate, the physical and mental development under process of training and education by the medical staff in case books which are preserved for that purpose. In the case of old pupils entries are made about twice a year, and more recent cases as often as necessary. In addition to the above, the head master on the boys side, and the head governess on the female side keep a quarterly record of each pupil who attends their respective schools, and also make a weekly report in writing to the Medical Superintendent in their report book, which is presented at House Committee meeting every month. In addition to the above records, each shop master makes a weekly report on every pupil who works in his shop with regard to the quality of his work, his conduct, and the question of improvement or the reverse. This weekly report is made to the medical superintendent, and signed by the superintendent each week, and presented at each monthly meeting of the House Committee.

20. Is the history of inmates, subsequent to their discharge from your institution, ascertained and recorded, and if so, how is this done?—When patients are leaving the Superintendent desires the relatives to communicate with him every three or six months as long as the patient is remaining at home, or in occupation, or until he gets into some other definite domicile, such as the County Asylum, the Union, or some other institution. Recently, I have sent out 500 forms to pupils who have been discharged during the last fifteen years, asking as to their present whereabouts, their present condition, and as to whether they were earning wages, and any other remarks which the parents thought would be of interest to myself.

21. Are the inmates periodically examined by non-resident specialists in mental pathology, and if so, how often and by whom?—Our present resident medical staff is composed of the Medical Superintendent and two Assistant Medical Officers, but, in addition to these, our honorary consulting physician, Dr. George Henry Savage, visits occasionally, or whenever desired by the medical superintendent.

22. Are different methods adopted in the general treatment, control, and education of inmates mentally defective in varying degrees?—Yes, certainly. The lowest idiots who are incapable of doing any useful work are congregated in a class by themselves. Some of the higher paying cases who are here merely to give them a custodial home, pass their time in walks, drives, or spending days of pleasure in London or elsewhere, with their attendants, because their relatives do not desire that they should be taught a trade. The general rule of the establishment is, excluding the higher paying cases, that those who are capable of being educated in the schools or trained in the shops should spend their time in these departments. The question as to whether the pupils are in the schools or shops is decided by the Medical Superintendent, who changes a patient from schools to shops, or from one shop to another according as he finds the taste of a pupil points in certain directions. Our youngest male patients, *i.e.*, to say, boys up to fourteen years of age, attend girls schools under the governesses in mixed classes. Some pupils who are unable to be taught higher trades spend their time in such occupation as shoe cleaning, housework, etc. A farm of 150 acres and garden grounds of about forty acres afford work and useful occupation to a large proportion of the elderly male patients.

23. What are the methods adopted in your Institution for housing, educating and employing the inmates, distinguishing between males and females, adults and children?—The Institution is divided into two sides, male and female, the male being on the right hand side of the front entrance and the female on the left hand side of the front entrance. The front hall, the large dining hall (in which religious services are held) and recreation hall are placed centrally one behind the other, so that males and females can enter each from the two sides of the house. The youngest children under ten years of age, whether males or females, are placed in the nurseries, which are on the female side of the house. The next younger boys from ten to fifteen are also placed in a separate class by themselves on the female side of the house, under female nurses. They have their own separate suite of bedrooms, and dining and day room, with lavatories and w.c.'s etc., extending from same. The Institution is a building under one roof and is divided into classes. The highest paying patients have a separate bedroom, separate sitting room, with a special nurse or attendant entirely at their disposal, the nurse or attendant taking meals in the sitting-room with the patient. Patients paying 120 guineas are collected into associated rooms of six or eight in each room, with one or two attendants. These have their meals in the associated sitting-room apart from the general body of patients. The bad, destructive, and degenerate patients on each side are separated from the others into classes by themselves having their own day, dining and bedrooms, with lavatory and w.c.'s accommodation. The weakly, elderly and crippled patients are also collected into a class by themselves. The large body of average patients on each side of the house take their meals in the large dining hall, the girls sitting on the one side and the boys on the other. Roughly speaking, from 200 to 250 patients dine and take their meals in the large hall. Of these about 150 would be males and seventy-five females. There is a separate general infirmary in case of illness, in which the females have their dormitories and day accommodation on the first floor, the male dormitory accommodation, etc., on the ground floor. This infirmary is under the charge of a head nurse, and is worked entirely by female nurses. On the male side of the house the younger boys, from fourteen to seventeen, averaging in number about twenty-five, are in a class under a married couple, and a married couple is also over the male crippled paralysed and epileptic class. Generally speaking, in other respects no distinction is made between adults and children, and during school or shop hours a man or woman of forty or fifty years of age may be seen seated doing the same work in school or in the shop with a young patient of twelve or fourteen. Our general rule being, as above stated, that those who are able to do anything useful should, during the working hours of the day, spend their time either in the shop or at school, and not remain idle.

24. What was the original cost of the foundation of your Institution?—*No evidence.*

25. Has any subsequent capital expenditure been incurred, and if so, to what amount and for what purpose?—The workshop and laundry block in 1863; the farm buildings in 1873; the general infirmary in 1877; the sanitary block on the female side in 1899 (about £12,000); the electric light, steam heat, hot water, ventilating works, 1901 (£15,000). The special building repairs which are now being executed to underpin the whole of the buildings, strengthening of walls and roofs, has been in progress for the last two years, and on this alone over £25,000 has already been spent.

26. What has been the amount of the average annual income of your Institution for the last ten years?—£29,916.

27. From what sources is the income of your institution provided, and what invested capital does your institution possess?—Annual subscriptions and donations, payments in respect of patients, legacies, rents, dividends on investments, sale of goods, sundries.

28. Are the site, land, and buildings of your institution the freehold or leasehold property of your governing body? What is their value, and are they subject to any mortgage?—The site, land and buildings are freehold.

29. Do the inmates or their relatives or guardians make any contribution towards their maintenance?—This question is answered by the manner of admission, that is to say, a case is either a payment case, paid for by the relatives or guardians of the patient, or an elected and part payment patient, the relatives paying the part payment scale, or a free election case, towards which the relatives pay nothing, or voluntarily contribute according to their circumstances, such payment being received as a subscription and entitling to votes.

Note.—Paupers or boards of guardians' cases are ineligible for admission to the Earlswood asylum.

30. Does any public authority make any, and what, contribution to the funds of your institution?—No.

31. Do the inmates by their own work, and if so, of

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what nature, and to what extent, contribute towards the maintenance of the establishment ?—The inmates work in the shops and assist generally in the work of the institution; the goods made in the shops, if supplied to the institution, are paid for by the institution. Some goods, such as mats, brushes, are sold to outside purchasers, and in the printing shop, printing matter is taken in and printed for the public.

32. What has been your average annual expenditure for the last ten years ?—£28,474, which does not include capital expenditure for new works such as new sanitary block, electric lighting, heating and ventilating plant, repairs to buildings now in progress, nor investments.

33. What has been the average annual cost per head: (*a*) of maintenance, (*b*) of education of the inmates for the last ten years, distinguishing between males and females, adults and children ?—Our costs are not separated in this way. *See* Table of cost per head.

THE ASYLUM FOR IDIOTS, EARLSWOOD, REDHILL, SURREY.

STATEMENT OF EXPENDITURE ON MAINTENANCE ACCOUNT, with the weekly cost per head, calculated on the average number of patients for the year ending December 31st, 1904 :—

	Average weekly cost per patient.		Total Annual Cost.	
ADMINISTRATIVE CHARGES.	s. d.	s. d.	£ s. d.	£ s. d.
Annual Festival	1½		151 12 5	
Elections, half yearly	¼		37 10 10	
Printing	2		224 12 5	
Stationery	½		58 11 0	
Advertising	1		111 18 3	
Postage, appeals, letters, notices, voting papers, &c.	3¼		339 8 5	
Rent of offices	1¾		180 0 0	
Office, salaries and wages	8¼		862 8 3	
		1 6½		1,966 1 7
MAINTENANCE CHARGES.				
Asylum, salaries and wages	4 10		6,114 18 1	
„ pensions	8½		882 3 4	
Provisions	4 8		5,877 8 0	
Necessaries : Coals	1 4½		1,745 14 10	
Gas	1½		152 0 2	
Water	3		319 15 7	
Rates and taxes	6½		688 15 5	
Laundry	11¼		1,185 14 3	
Clothing	2 6		3,123 18 11	
Drugs, surgery requisites	½		67 5 3	
Asylum printing	1		122 0 4	
„ stationery	¼		24 17 11	
„ postages	½		51 19 9	
Insurances	1		103 3 8	
Maintenance sundries	3		331 14 4	
Repairs, general (average of past 5 years)	1 1¾		1,417 17 10	
Furniture, (bedding, linen, ironmongery, &c.)	5¼		545 18 0	
Travelling and carriage	½		62 13 3	
		18 1		22,817 18 11
		19 7½		24,784 0 6
Less sales of goods and produce, exclusive of supplies to the asylum		1¼		128 13 5
		19 6¼		24,655 7 1

Average number of patients resident during the year, 485.
Average weekly cost per head, calculated on the above expenditure, 19*s.* 6¼*d.*

10322. (*Chairman.*) With reference to the last two paragraphs in your statement I should like to say that the Commissioners have visited already a considerable number of institutions, and I hope before we have done we shall have visited all the institutions. The Commissioners, you understand, will exercise their own judgment on what they see and will not be biassed by any statements which have been made. I can assure you they are likely, in any case, to take the most favourable view of an institution like yours. I feel sure you will understand that.

10323. (*Dr. Dunlop.*) In your statement referring to congenitally defective persons and children you say, "We shall find that these children (call them by whatever name you like) will require some kind of permanent life-long supervision or control." I think that is really the essential of your sentiments?—Exactly.

10324. You are strongly averse to dividing them up into classes once they are mentally defective?—I would not put it in that way; I would not say I am averse to dividing them into classes because we do divide, always, into classes, and always have done so. The broad distinction we have made for ourselves is, we have called them "idiots," "low grade imbeciles" and "high grade imbeciles," the high grade imbeciles being trainable to higher trades and occupations, even as far as printing, and some of those in past years we have sent out and they have earned their own living in the world at large on their own account.

10325. We will come back to that. The point I was wanting to get at is this: they can be suitably classified in an institution, but a classification to say that idiots are to go to one, imbeciles to another, feeble-minded to another, and defectives to another, others to special schools, others to uncertified homes—is that practicable or should they be dealt with as one big class?—I think it would be practicable, because we separate them into classes in our institution, therefore they could be separated in the further institutions if you wish.

10326. It is not desirable?—No.

10327. And not necessary?—In my mind it is unnecessary.

10328. The institution of which you are chief existed before the 1886 Idiots Act was passed, did it not?—Yes.

10329. Previous to that it received exactly the same class of cases that it does at the present day?—Exactly the same.

10330. But they were certified to be lunatics then?—No, certified as idiots.

10331. Was there a separate certificate for an idiot—No, they came in under the lunacy certificate. The same formality was gone through, but the lunatic was certified as an idiot.

10332. They came in under a lunacy certificate?—Yes.

10333. Now they come in as imbecile or idiot?—Yes.

10334. Is there any useful difference between the two, coming in under a lunacy certificate or under an imbecile certificate?—Yes, it prevents lunatics coming into our institution. That is the main distinction; it prevents persons of unsound mind coming into idiot institutions.

10335. Do you mean to tell me that all your patients have got sound minds?—No, but there is a distinction under the Lunacy Acts, which the Commissioners in Lunacy would draw, between an idiot and a person of unsound mind, a person of unsound mind being a person who has had all his faculties and senses and has become diseased, whereas an idiot is a person who has not had all his faculties and senses, in fact, is an idiot.

10336. You would not argue that idiots have got sound minds, would you?—No, certainly not; but is not that on the same principle that a mare is a horse but a horse is not a mare? An idiot may be a lunatic. An idiot is a lunatic in the sense that his mind is not sound.

10337. But all lunatics have unsound minds, have not they? I want to know what is the practical advantage of making a distinction?—In this way, that idiot asylums are limited to congenitally mentally deficient persons.

10338. Why should they be?—Because in the opinion of us all it is advisable. I can give you a very voluminous extract from the Commissioners in Lunacy reports in various years in which they advocated, all the way through from the year 1847 up to the year 1873 the advisability of making separate accommodation for idiots.

10339. For the training of imbeciles I suppose really?—Yes, idiots and imbeciles.

10340. You take adult cases; you have a lot up to fifty and sixty years of age?—Yes.

10341. Is there any reason why these adult idiots or imbeciles should be treated in a special institution and not as common lunatics?—Yes.

10342. What practical difference?—Because if you have a trainable case that case will do its best work from the age of twenty-five to fifty.

10343. Take one from fifty to sixty?—It would be immaterial after that age possibly. By a dement I understand you to mean a person of unsound mind who becomes demented. I have had eight years' experience in lunatic asylums, and I must honestly admit that I think most dements have what you call some form of vicious habit, and it is not advisable to associate them with people who are trainable. They have night screams, or they are liable to sub-acute attacks of acute mania, recurring attacks of acute mania, chattering and gibbering, and they are liable to impulses. I do not think the association would be at all a good one to go back upon. If you compel us to accept demented persons of unsound mind into our institution we should get some very bad dements. I will put it that way. If it is optional to make a selection of very good dements, then perhaps there would be no serious objection.

10344. Of course your institution is different from ordinary asylums in dealing with the moneyed classes or those receiving charity; it is not public funds that are being spent there?—Not public funds, no.

10345. So individual opinion comes in. But I want to know, is there any practical advantage in dividing—shall I say "dafties"—lunatics in the generic sense, persons of unsound mind, into two classes, and saying one is congenital and one is acquired and they ought to be treated separately?—I think so; we have been working all through for that. The Commissioners in Lunacy, the superintendents of lunatic asylums, the managers and Boards of Management of idiot asylums all worked to get the two separated.

10346. I am well aware it has been worked for and got and exists, but does it serve any practical purpose whatever?—Yes.

10347. What?—If you have a person of unsound mind and he is going to a lunatic asylum, there are very extensive forms, returns, case-books, entries in various official books to be kept up which are not required at all in the case of imbeciles.

10348. These are rather advantages to the official Let us think about the patients?—The two classes, I think, should not be mixed at all.

10349. That is begging the question. I wish you would give me any practical difference that there is?—The congenital imbecile is a person who is capable of learning up to the time he is fifty or sixty years of age. Those who do our best work at Earlswood are those who have been with us twenty, thirty, and in some cases, up to thirty-five years. The dement has done his work; you will not get him, as a rule, to work.

10350. Have you not seen them in asylums working?—Not very well.

10351. I have.—I know they will. I have never had experience with Poor Law patients, or County Asylum patients. All my experience has been with private patients.

10352. You adhere to the opinion that it is advantageous from the patients' point of view that the congenital should be separated from the acquired?—Yes.

10353. No matter how advanced the congenital defect or how slight the acquired, or *vice versa*?—I will give this concession, that if you have an idiot, a person who cannot be trained at all, and an acquired dement there is no reason why they should not be associated together. If you may select your cases——

10354. For advanced cases—the more severe cases—

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the Idiots Act is no advantage whatever from the patients' point of view?—Yes, I think it is. I do not think you would find idiots live so long if they go to county asylums as they do in voluntary institutions. That might not be an advantage. At any rate we have had cases that have been discharged to county asylums that we have kept for a great number of years, and they have not lived, presumably, as long as they would have lived had they remained.

10355. That is rather a matter of individual treatment. I do not think that is concerned with the administration of the Act, or the difference of the certificate, is it?—No, I do not think that it is. Of course an idiot can go to a lunatic asylum. Most of them when they leave us, if there is no particular place for them to go to, do go to lunatic asylums.

10356. And low grade imbeciles go there too?—Yes.

10357. And high grade imbeciles?—Yes, they are all lunatics in the eye of the law.

10358. Why should these lunatics be separated from other lunatics in the matter of certificates or administration?—They are all separated in the matter of certificate to enable them to come to the idiot institutions from the advantage which they gain in them.

10359. Are there any advantages in idiot institutions which they cannot get in a well-conducted asylum?—Yes, many. We keep schools which they would not get in a lunatic asylum—or not without considerably upsetting the arrangements of the lunatic asylum.

10360. They exist at Darenth?—That is not a lunatic asylum.

10361. It is a lunatic asylum?—It is, in a way, but it has a special Act of its own.

10362. Give me any more advantages—the schools you get in asylums?—The training generally.

10363. You get that at Darenth?—But then I treat Darenth as an imbecile instutution; they are all imbeciles there. There are no lunatics there, not in the sense of county lunatic asylums; in a sense an idiot is a person of unsound mind, *non compos mentis*. He must be a lunatic and come under the Lunacy Commissioners.

10364. Is there any reason why the safeguard of the Lunacy Act should not be extended to congenital cases?—They are extended now.

10365. Most of them are excluded under the Act?—No; all idiots come under the Lunacy Commissioners. Any idiot who is in a voluntary institution can go to a lunatic asylum, but our Act does not give us the power to take lunatics.

10366. But these are all lunatics?—Yes, persons of unsound mind.

10367. They are all lunatics?—It depends how you use the word "lunatic."

10368. The way you were using it yourself a few minutes ago?—I do not know whether I make myself clear to the other Commissioners. An idiot being *non compos mentis* and being irresponsible for any civil act or any criminal act must come under the Lunacy Authorities, and, as such, is a lunatic and can go to a lunatic asylum, but we have by Act of Parliament a special Act for these idiots and congenital cases in order to train them; that is what it comes to, and to separate them from the more vicious persons of unsound mind.

10369. The reason why I put these questions is because we have had it suggested to this Commission that there should be a new class of lunacy created to be styled "the Feeble-minded" to be under separate administration in separate buildings and colonies. Looking at past experience, has it been in any way a practical benefit to the country? In 1886 we had a separate class of lunatics created by an Act. Has that been any practical benefit to the country or would the country have been going on practically the same had that Act not been passed?—Do you exclude all sentiment?

10370. Yes.—I do not think you ought. It would make a good deal of difference to me if I had a child I wanted to put away whether I should send it to a school for the feeble-minded to be educated, especially if in the one place I thought the child would not be educated or trained, or education or training would not be attempted, and in the other place endeavours would be made to educate and train it.

10371. They are educated and trained in asylums. I mentioned Darenth?—I do not call that a lunatic asylum. I must exclude Darenth. I think I should be justified in excluding it. They have a separate Act of their own.

10372. They were educated and trained before that Act. I want to know if that Act has served any practical purpose at all?—Yes; it has taken away a lot of what I may call things that do not apply to congenital patients; for instance, the series of questions asked of lunatics—whether they are married, whether they are suicidal, whether they are dangerous.

10373. Is there any objection to having the words, "Are they married" in the case book?—No; but all these questions go round for parents to answer before a case comes in.

10374. There is nothing very shocking, referring to a young child, to say he is not married?—No; but there is a lot of inconvenient red tape and extra work to be done. Special reports have to be made to the Commissioners in Lunacy with regard to the lunatic asylums after their admission within a week, within a month, within twelve months. We are freed from that.

10375. The officials are very considerably freed from routine. You are freed from the same amount of control under the Commissioners?—We are freed very considerably.

10376. That is where the advantage comes in rather than any benefit to the patient?—No. Perhaps those are not benefits to the patients.

10377. Is Earlswood any different now to what it would have been had there been no Idiots' Act?—I was not at Earlswood before the Act was passed. It is difficult to say what it would have been. Perhaps the Commissioners had best answer that. They have been in the habit of visiting under the Lunacy Acts and under the Idiots' Act. It is difficult for me to forecast what it would have been had it remained under the Lunacy Acts.

10378. Can you tell us a little bit about the result of your treatment at Earlswood; what amount of training are the inmates susceptible of, and with what amount of success are they trained. Have you any statistics or figures you can give us?—You mean in after life, so to speak. Roughly speaking, I should reckon two-fifths of our patients are idiots, two-fifths low grade imbeciles, and one-fifth high grade or trainable imbeciles. A few months ago I sent round about 400 or 500 printed forms to the parents of patients who had been discharged during the last fifteen years. Of that number I had 341 returned. I got the following figures amongst the returns: Forty-five of them had died; eighty-nine had gone to county asylums; 111 had gone away with no address; six had gone to other imbecile institutions; eleven were at work earning wages; thirteen were at home very useful; twenty-six at home useful, and forty at home no use. Of those eleven that were earning wages one is in business for himself in Johannesburg as a cabinetmaker and upholsterer; one left us in the year 1900, after ten years in Earlswood, and joined the East Surrey Regiment and fought in South Africa for a year and a half, and is still in the Army. One, a girl, who left us last year and was with us six years, is nursing in a private family, has the charge of an infant, makes its food, tends it, and so on. Another girl, who was with us fifteen years, has for the last four years managed her father's house from the death of her mother; in fact, she left us because her mother died. She is looking after the younger children and managing her father's house, takes his weekly money, and does the marketing and housekeeping for him. Another girl, whose mother is a cook at a club, is assisting her mother as kitchen and scullery maid, earning £12 a year with her keep. Those are the best cases I can give you with the exception of one other who came to see me last Sunday, who has been in the place in which he is in for the last three years; he has got £14 per annum and is being kept, his occupation being a sort of general boy, knife cleaning, boot polishing, a sort of under butler.

10379. Out of these 500 you have traced eleven who are really earning their bread and butter?—That is so. It would be far better to put it out of 341, because the others I have had no return from; they may have gone away with no address left and they may have got the papers and not taken the trouble to answer them. I

have had 341 answers. Of those there are 3·25 per cent. earning wages, 3·81 at home very useful, 7·5 at home useful. The rest no good.

10380. These percentages being of cases that you have traced, not of the totals?—Yes. They were sent out indiscriminately to every case discharged during the last fifteen years. There were no picked cases.

10381. These eleven successful cases indicate a certain amount of useful treatment, but not a very large amount? —Not a large amount, but very successful treatment.

10382. The number is so small. The successful cures are the exception, and the vast majority require permanent care?—Most certainly they require permanent care. Those cases certainly are brilliant exceptions, and I am not quite sure that most of those would not have been better had they remained under care.

10383. It is only the brilliant exceptions, and the rule is one cannot expect any cure of these cases?—No, but of course many other cases would be able to assist in earning their own living if they remained with us, or would be able to do very good work with us if they stayed.

10384. One other point with regard to this training; is it economical or not? It costs, how much per annum, to give the instruction and how much per annum do you receive as the result of it?—I do not know. It would be very difficult for me to tell. Earlswood is not a good kind of institution for you to take any basis from. Nearly half our income comes from paying patients. Some of those patients, say half a dozen, are paying £250, £300, or £400 a year; they have their own private rooms and their own special attendants, consequently the whole tendency of the living is what might be called on an extravagant scale. On the other hand paupers are ineligible, so we are prevented having the class of patients who might be compelled to work for us; we could put them to scrub floors and assist in maintaining the place. Earlswood in one sense is a kind of semi-private asylum.

10385. Do you think teaching trades to imbeciles is economically sound, or is it not sound? I am not talking from an educational point of view?—You must do something with them. You cannot keep a lot of people in a place and do nothing. If you are going to collect a lot of individuals in a place, you must try and get them to do something—teach them something.

10386. It would be very much cheaper, would it not to put them to work on unskilled labour, such as weeding grass or cultivation?—In a big institution where you are not selective, you can always get a class which would do that, of a lower type than the others. It is very nice to go round and see your people doing wood-carving, making boots, mats, and clothes in the establishment.

10387. It is very nice, but is it economy.—Perhaps not, if you are going to put it down from the point of view of pounds, shillings, and pence to poor people. Many of our patients are not poor. One fourth of our cases are paying patients who pay from sixty-five guineas and upwards for being there. Some of the parents will strongly resent their children being put to weeding grass or scrubbing floors, but they do not mind their being taught brush-making or basket-making; they like it. I do not think you can entirely exclude sentiment in any of these things.

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10388. (*Mr. Burden.*) One or two questions with reference to the answers to the questions of the Commissioners. Could you tell me whether the item "asylum salaries and wages" would include the pay of the teaching staff?—Yes, it includes everything.

10389. You have no idea what proportion the teaching staff would bear to the other, I suppose, off-hand?—What do you mean by teaching staff? Do you mean only governesses and schoolmasters, or the shopmasters?

10390. Shopmasters, etc.?—Each shopmaster gets 35s. a week. He is an artisan who lives outside. Roughly speaking there would be about eight of those. I should not like to mention the sum off-hand.

10391. I was trying to get the proportion of expenditure upon teaching as distinct from other expenditure in the way of wages?—I should think it would be about £1,000, speaking in round figures.

10392. That would be about one-sixth?—Roughly speaking I should put it down at that including the governesses and the schoolmaster.

10393. With regard to the provisions, on the same page, would those provisions be the provisions provided for inmates alone, or inmates and officers?—Everybody.

10394. So far as the item for clothing is concerned, would that be clothing for inmates, or uniform for the staff?—Everything; uniform for the staff as well

10395. You could not form an idea as to the proportion of that item?—Only roughly. In my own mind we always put it down that the provisions and clothing for staff are about twice as much as for the patients; knowing that there are about 150 staff and so many patients, you can work it out by an algebraical sum.

10396. I suppose you would have to clothe your inmates somewhat better than they would be clothed in other institutions?—Some of them would have to be clothed very well.

10397. Do they destroy much clothing?—Some of them.

10398. (*Dr. Needham.*) The number of beds at Earlswood is about 450, is it not?—That is the number of inmates at the present time.

10399. Can you tell me about what proportion of these are supported without payment at all?—When our numbers were 482, 234 of them were by election.

10400. They were supported without payment at all? —Yes. Sixty-two of them were taken for life, so that makes practically 300. Forty-one were life payment patients, paid for for life; absolutely free cases out of the total of 482 would be 302.

10401. Have you any knowledge, from your own experience, or have you formed any opinion from your own experience, as to whether there is a very large number of persons wanting an institution of this kind, without payment, or at very low rates, for whom admission cannot be obtained?—I have no means of knowing except that we have patients standing on our election list.

10402. I mean the number of people who apply to you?—No, I have not. Paupers are ineligible at Earlswood so that anybody who has in any shape or form received parish relief cannot come to us at all.

10403. In the statement which has been sent in on behalf of the Asylum, you say there are three grades: (1) from sixty-five guineas and upwards; (2) from 120 guineas and upwards; (3) from 250 guineas and upwards. Could you tell us what numbers there are in each of those classes?—Of the higher payments, 250 guineas or more, there are five; 120 guineas and upwards, ten; and sixty-five guineas up to 120, twenty. Paying cases up to 65 guineas, 103.

10404. And over 300 who pay nothing?—Yes.

10405. You have no help, have you, from the public funds at all?—None at all.

10406. All those people are maintained by donations and subscriptions?—Yes, and the paying patients.

10407. Is there any difference in the class of patient you are receiving now from the class of patients you used to receive, say, five years ago, or are you receiving the same class of patient?—Exactly the same.

10408. What has been stated, that you do not receive idiots, or that you are disinclined to receive idiots, is not the fact?—No, but of course according to our fundamental rules, every case is supposed to be capable of being improved from treatment in the asylum before it is accepted for the list; according to No. 2 of the old regulations.

10409. That is an essential part of the certificate?—I suppose it is an essential part of the certificate too. That was always so from the foundation of the institution.

10410. There has been no change?—There has been no change.

10411. As regards the remarks that you make about your change of name, it has been stated before this Commission that you applied to the Lunacy Commissioners to change your name and that has been denied. Is it the fact that you did apply to the Lunacy Commissioners? —No, never.

10412. I can bear you out in that; it is a fact that you did not. We had some evidence the other day with reference to the defects in the Idiots Act. It was said

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that the Idiots Act was defective in certain material particulars, and very serious particulars, and it was recommended to us that there should be some alteration made in the Act by which provision should be made amongst other things for the regulation of mechanical restraint, and so on. Is there, at the present time, any provision which regulates mechanical restraint except the discretion of the Medical Superintendent?—Yes, there is a general regulation that there should be none.

10413. But suppose you did use it?—It is reported in our medical journal.

10414. Suppose you did use it, is there any such regulation as there is in reference to lunatics in lunatic asylums, that only certain forms of mechanical restraint should be used, and that they should be used under certain conditions?—In our Act, do you mean?

10415. I mean in your rules, or in any way?—It would not be anywhere else if it is not in the Act. I do not think it is in the Act.

10416. The Lunacy Act provides for the punishment of persons who illtreat patients. Is there any such provision in the Idiots Act?—No, I do not think there is.

10417. Then as to the state of the buildings, the buildings of the idiot asylums and idiot institutions have to be registered by the Commissioners?—Yes.

10418. Is there anything in the Idiots Act which provides for a revision of the regulation, supposing that the buildings are materially altered in character?—No.

10419. Have you to submit plans to the Commissioners or to any authority?—No; we do, but we are not compelled to.

10420. Do you think it is desirable that the Idiots Act should be amended in respect of those things?—No, I do not—not in those respects.

10421. You do not think it is desirable that there should be any regulation, as there is in reference to lunatics, with reference to a still more helpless class, the idiots, as respects mechanical restraint, for instance?—There is no such question of restraint in ordinary schools. I regard our institutions more in the light of schools for feeble-minded people. There is practically no restraint required.

10422. Do you never use restraint?—No.

10423. No form of mechanical restraint is ever used at Earlswood?—No.

10424. You do not put children's hands in gloves?—No.

10425. Never anything of the kind?—No; sometimes there is a bag, but no gloves—no lock.

10426. Which restricts the movements of the fingers?—No, we never use any form of restraint which the Commissioners on their visits say is restraint. I have sometimes taken the Commissioners to a patient and said, "Look, here is a bag for this patient's hands." As a rule the Commissioner says, "I should not like to pass an opinion. I will look the other way." They do not like to say definitely it is not restraint, and they will not say it is restraint.

10427. As regards ill-treatment, do you think there should be some provision in the Idiots Act for the punishment of persons who neglect or ill-treat idiots?—I think it is unnecessary.

10428. Do you think people never do ill-treat idiots?—Speaking generally, I should say no.

10429. (*Dr. Dunlop.*) In institutions?—No. I am talking of institutions.

10430. (*Dr. Needham.*) Do you think there should be any alteration in the Act with reference to the alteration of buildings? Is it desirable that buildings should be altered fundamentally, as they might be, so as to render them quite unsuitable for the purpose for which they were intended, without any provision for submitting plans?—I should not think that there was. The institutions are governed by committees, and all these things have to be passed by committees. There is not the same necessity as in the case of persons of unsound mind in what are generally designated lunatic asylums for particular kinds of construction; we have no suicidal patients or anything of that kind.

10431. Is there any reason why lunatic asylums should be subjected to these restrictions, and idiot asylums should not?—Although I should be very sorry to see our institutions removed from the supervision of the Lunacy Commissioners and put under any other body (I would rather see them as they are) I must admit that I do not think the provisions of the Lunacy Act need apply to our institutions.

10432-38. I am only asking with regard to the Lunacy Act in those three particulars?—In those three particulars I say no.

10439. (*Mr. Byrne.*) There is a matter in pursuance of Dr. Needham's inquiries with regard to the freedom at present enjoyed by managers of these institutions. Dr. Needham asked you specifically about three different requirements of the Lunacy Act, and you expressed the opinion that they need not apply to these institutions. I want to ask about another. Do you think it would be an advantage either to the staff, or to the sense of security of the community, or the inmates of the institution, that the Lunacy Commissioners should have power, subject to the Secretary of State, to make regulations for these institutions as they do for lunatic asylums?—All our regulations are passed by the Secretary of State, or were passed by the Secretary of State.

10440. They were passed, but there is no power to have them up again for reconsideration?—No, I suppose there is not.

10441. Generally speaking, are there any provisions of the Lunacy Act which you would like to see extended to idiot asylums?—I do not think so.

10442. You think that as far as the law is concerned everything is quite right as it is?—I think so. The only thing I should like altered would be that the Idiots Act should be called "The Feeble-Minded Act."

10443. I was coming to that in your statement. You think that the idiot asylums, such as Earlswood, the Royal Albert, and so on, do not deal with certain sections of a very much larger class who ought to be dealt with all by one Act of Parliament. You deal with people who can pay, and who belong to every form of imbecility or idiocy up to feeble-mindedness?—Yes.

10444. You think they should all be dealt with by one Act of Parliament?—Yes.

10445. You deal with paying people and those nominated by subscribers, but you would like to see an Act dealing with those who are not touched by you—paupers and others?—Yes.

10446. You would like all to be under one Act of Parliament, and an extension of the Idiots Act under some other name?—Yes.

10447. You do not like the term "Idiots Act"? Would you like it to be called an "Act dealing with defectives," or an "Act dealing with feeble-minded persons"?—Yes.

10448. Could you give us an idea what, in your opinion, would be the best sort of provision to make for the idiots and imbeciles who are not now kept in institutions? For instance, should it be made a duty of the local authority to provide for the idiots and imbeciles in its district?—Yes, I think so; county councils and county boroughs, I think, should have to provide for their own.

10449. Were you here when Dr. Ashby was giving evidence?—Yes.

10450. You heard the answers that he gave to the effect that, in his opinion, idiots and imbeciles were not proper inmates in a private home at all, they ought to be taken out of homes and taken care of in institutions? Do you agree with that?—I should not like to say either yes or no directly, but from my point of view there is no necessity for the lowest-grade idiot to be taken away from its home if the mother wishes to keep it there. It cannot be trained, it cannot be improved, and if the mother wishes to spend her time in looking after it, I do not see why she should not do it; but there is harm in the higher-grade imbecile—especially, perhaps, if she is a female—in being allowed to remain about, and there is harm in the higher-grade male; he is sure to get into mischief if he is not educated and kept under supervision. That, I think, you may take as granted.

10451. At the present moment there is no one who has authority to take an uncertificated imbecile or a feeble-minded person out of their home if they want to keep him there ?—No.

10452. You may take a lunatic out of his home; the relieving officer can take a lunatic out of any place where he is not under proper care and control, and bring him before a magistrate. That is a provision of the Lunacy Act ?—Yes.

10453. That only applies to persons who are likely to be certified when doctors and magistrates get at them ?—Yes.

10454. It is not true of the highest grade imbeciles who are not certified ?—No.

10455. They have no protection except the law as regards cruelty to children ?—No, but on the other hand, it is the law of the land that any person who has an idiot child can go to the relieving officer and compel him to take charge of it.

10456. What provision of the law do you refer to ?—I cannot tell you what section it comes under, but it is under the Lunacy Act. Every idiot is a lunatic to that extent. If I have an idiot child, and I think I cannot look after it I can go to the relieving officer and say, "I have an idiot child, I wish you to take charge of him." He is bound to make provision.

10457. You cannot do that even with a raving maniac ?—No, but you can with an idiot.

10458. You can go to the relieving officer, but you cannot make the guardians relieve it, can you ?—All I have to do if the relieving officer tells me he won't, is to say: "I will bring my child to you to-morrow morning at 10 o'clock, and leave him on your doorstep."

10459. That is neither a practical remedy, nor is it supported by the law ?—Yes, that is the state of the law; he is bound to look after it.

10460. Even if it is the son of a millionaire ?—Yes, even if it is the son of a duke.

10461. I think you are mistaken. We have been told by a representative from the Local Government Board, it is true, that idiocy in a child is one of those things that the Poor Law Authorities may look after, but there is no provision compelling Poor Law Authorities to take an idiot child into one of their institutions. They could, if they like, relieve that idiot child outside ?—I cannot tell you the section of the Act, but I know we have cases come to Earlswood (of course they come from all over the country, and indeed they come from all over the world), and after their period of election is over, after the end of seven years, the parents perhaps have gone to Canada, and there are no relatives left at all. We are not bound to keep that case, because the case goes out at the end of seven years, automatically; it was elected for seven years. In one case we wrote to the Reigate Board of Guardians and informed them that we had a case which we were no longer compelled to keep; the parents and relatives had left the country, and we expected their relieving officer to look after it. They refused to have anything to do with it. At the time there was a good deal of correspondence with the Commissioners in Lunacy on the subject, and it turned out that the actual state of the law was this, that if we wrote to the relieving officer, and told him that at 10 o'clock on the morning of such-and-such a day the patient named so-and-so was going to be left on Earlswood Common the relieving officer would see that he was there to look after it. We took that course. We wrote that at such-and-such an hour, such-and-such a child would be brought in a cab there, and left on the common, and the relieving officer was there to take the case, and they have always taken the cases since.

10462. That would have been equally true supposing the child was not an idiot. Supposing a visitor in my house left a perfectly sane child, I could take it out on to Wandsworth Common, and the relieving officer would be obliged to take it up. It is not peculiar to idiots, it is true of persons without guardianship ?—Then every idiot could be made to be taken by the relieving officer.

10463. Yes, by any person who would run the risk of getting prosecuted for abandoning a child so as to cause it unnecessary suffering. I think we may take it that at the present moment there is no duty upon the local authority to deal with an idiot living with its parents, not paupers, unless it is not under proper control and treatment ?—I cannot go with you there, because we are having cases go out every year. Relatives say, "What am I to do ?" I say, "Take your child home for one night, and go to the relieving officer and tell him you have an idiot that they must look after." They do look after them. It has always been put to me as the law. I think you will find that there is a section to that effect.

10464. We have the evidence of the Local Government Board representative. We will leave it there. If complaints are made under the existing system that provision does not exist for taking care of idiot children who are not paupers you think it is a mistake; they are under a misapprehension as to the law ?—That would be my impression; I know relieving officers say they will not take them, and tell the parents they will not take them, because they have not got room; notwithstanding that, by law they are compelled to do so.

10465. Your view is that the law is right, but in practice it is not carried out ? Parents are told, "You keep your child, it is your duty to take care of it" ?—Yes. I could give instances. Parents have written to me saying they cannot get the relieving officer to say, "I will take the child." I say, "Never mind, you tell the relieving officer that after it has been in your house one night you are going to bring it the next morning and leave it there." It always acts, whether it is legal or not.

10466. Have you any reason to think they do it under that threat ?—Yes, they do make arrangements when the parent goes and tells them that I have said that. It is not only in one or two instances; it is in several.

10467. (*Mr. Greene.*) Have you had any occasion to inquire into the sufficiency of the census as disclosing the number of feeble-minded people that there are ?—We have tried to get at the numbers on several occasions. The first time that we got at them we found there were 9,000, and it was estimated that if we doubled it and added a certain number of extra thousands it would be nearer the total. The last time the census was made up in 1901 our institutions, through the influence of Sir John Hibbert, who was Chairman of the Royal Albert Asylum, got the column which was headed "idiot or lunatic" altered into "feeble-minded or lunatic," with the result that the returns under that column have been very much greater since. In our case books at Earlswood we have rather an elaborate system of taking in the cases. When they come in there is one column with regard to the return of the last census which the parent made of the child.

10468. Has the parent got to fill up the record of what his return at the previous census was ?—No, the medical officer taking in the case asks the question, for our own records for our own purposes, and in a very large number of cases the parents admit that they left it in blank, did not fill it up at all.

10469. Did not return the child as feeble-minded at all ?—No, returned it as one of the children, but not as an idiot or a feeble-minded child.

10470. Yet you found it unmistakably feeble-minded ?—Unmistakably an idiot, very often.

10471. Was any reason given by the parent for not complying with the census obligation ?—They did not think it was necessary, or something of that sort. Some of them are very ignorant, uneducated people, and they would hardly know what to put down on anything.

10472. Have you found on seeing the parents who bring the children any indication of heredity ?—Yes, one has some very funny experiences in that respect. I know of one person who said there was no possibility of its being hereditary, and this mother was a confirmed epileptic, having fits every week, I found out afterwards. The more one knows of the parents one generally gets the impression that they are what you may call of very feeble intellect, very feeble mind, "barmy," as you might say.

10473. At what age do the people leave your asylum; are they turned out at a particular age ?—No.

10474. Do they remain there all their days ?—Some patients are elected for life. We have about sixty now, elected for life. Some are paid for, for life, a lump sum paid down. We have over 100 life patients there now.

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Those who pay are kept on as long as they pay, unless the Board of Management wish to alter it. Those who are elected are elected for seven years. At the end of that time if they are suitable cases and likely to make further improvement, they are allowed to stand on for re-election.

10475. What is the age at which they must be admitted?—There is no limit, but we do not take them till five.

10476. And after five up to what?—After five there is no limit.

10477. Do you take adults?—Yes.

10478. To remain for the residue of their life?—If they are elected, they are elected for seven years by the votes of subscribers.

10479. Could that be renewed?—Yes, if passed by the Board for re-election. For a year before they go out the cases come before the Board of Management. They get a report from myself and they see each case and settle whether it shall stand for another period of election If they let it stand notice is sent to the parent that the Board have allowed it to stand for re-election, and if they wish it to get in they must start working to get votes. Sometimes the parents say they will have it home again.

10480. Do you find the parents attend and visit their children?—Yes; we have quite an open house. They come almost when they like and go where they like all over the place.,

10481. Do you take any pains to ascertain what number of feeble-minded there are in the country, or can you suggest how many feeble-minded or imbecile people there are to be dealt with?—No, I cannot say I do, but the superintendent of the Eastern Counties Asylum whom, presumably, you will be seeing next week, has been all through the Eastern Counties and he knows pretty well there. He reckoned between 3,000 and 4,000 in the four Eastern Counties.

10482. (*Mr. Loch.*) You mean taking the whole group?—Yes, using the word feeble-minded in a general sense. Roughly speaking, I think we put it down as between 40,000 and 50,000 at the present day at our last conference.

10483. (*Mr. Greene.*) Throughout England?—Yes.

10484. What conference?—The imbecile institution officials.

10485. Is there a conference of them?—Yes.

10486. An annual conference?—Yes, sometimes twice a year.

10487. Do they publish their proceedings?—No. I have a type copy of our last one.

10488. (*Mr Loch.*) What happens to these inmates who are admitted to Earlswood and after seven years go away?—Some go to their home and remain there; generally they are those who have been considerably improved, and their parents think they would like to keep them at home to assist them with work. Some go to their homes and are no use, some go to the County Asylums, some go to the Unions.

10489. Do many go to the Unions?—It was in the statistics I gave to Dr. Dunlop.

10490. You did not separate the classes, the seven-year cases from the others?—No, they are all admissions. I have tabulated those that go to Unions and County Asylums in the same list, because most of those who do go to Unions get into the County Asylums from the Unions.

10491. What proportion is that of the whole?—26 per cent.

10492. May one draw the inference that the bulk of them go home to their families?—Yes, originally as far as we are concerned; from their families they may go elsewhere.

10493. Do you think that is good?—No. I think they should be taken care of for life.

10494. You would prefer that, if possible?—Certainly.

10495. Do you think it is consistent with the voting system to make such an arrangement as that?—I do not see what else you are going to do. Of course when the imbecile institutions started they were started on those lines because there was no provision at all.

10496. But suppose there were provision made you would prefer an all-life detention of the cases?—Certainly, I should advocate that.

10497. When the title was added to, which was done a year or two ago in connection with Earlswood, was there not a special object in that?—Yes; it was because the National Association for the Welfare of the Feeble-minded had adopted the word "feeble-minded" to apply to what we call our high grade imbeciles. We felt at the time that if nothing at all was done the higher trainable class would be gradually excluded from our institution altogether.

10498. Would you be in favour of, say, your institution, or any other, becoming an institution for a special type only?—No.

10499. You would rather have different types?—All types. I should be strongly in favour of every institution taking all the types because the higher types can assist in looking after the lower. I think they could be worked more economically in that way, and I do not think there is any great detriment going to occur to the higher types through looking after the lower. It is a curious thing but of those few cases I mentioned, like that girl who is a nurse to an infant, and that boy who is now in business for himself in South Africa, and the one who is a soldier, they all write and want to come back to Earlswood and see their old friends. There is no slur in their minds in having been associated with Earlswood; they are all pleased to come back.

10500. Suppose that county arrangements were made for the supply of the necessary accommodation, what line might Earlswood take in bringing itself into accord with what is proposed? Would you propose that you should take paying patients? I think you have been in communication with the Surrey County Council about those things?—Yes. I should not like anything I answer as to that to be regarded in the light of being binding because only the Board of Management could settle a matter of that kind, but I did write to Sir William Chance, who is Chairman of the Select Committee of the Education Committee of the Surrey County Council, *à propos* of something he said when I was giving my evidence there with regard to their cases not being paupers, whether we could take them. I did suggest that if they chose to select what they called mentally defective cases, cases for which they proposed to make special classes, I would be prepared to suggest to my Board that we should take them on what they might call a reduced payment scale, coming from the County of Surrey, such as forty-five guineas a year. They reckoned in their report it would cost them from forty to forty-five guineas to keep each case if they adopted a system of special classes or small homes for them. I said if he was prepared to think of that I would recommend my Board, though I could not say they would accept it, but I have not heard.

10501. What free accommodation have you now?—Do you mean how many cases could we take?

10502. Yes?—About 150.

10503. Why is this large accommodation unused?—Our buildings are insecure and we have had to underpin the whole of the buildings; it has been going on for two years, and it will be another twelve months or two years before it is completed. During that time cases have been dying, some of the life patients have been dying off, and others have not been selected in their places. We have not busied ourselves in trying to fill up all vacancies. We have had to carry on all the alterations with all the patients in residence, and it has been rather satisfactory to me that the numbers have been automatically reduced during the process.

10504. Do you suggest that a line similar to that you proposed when writing to Sir William Chance might be adopted by other asylums?—They do it.

10505. That would be the natural way in which the asylum would take its place in a new organisation, if there were one?—I think so, there is no difficulty about it. The Royal Albert Asylum have 100 cases from Boards of Guardians who pay them £30 or £40 for each.

10506. There is a large margin which come from the subscribers which have to be provided for?—Yes, but in the Royal Albert there is no case placed in the list for

election that is not ultimately elected; it is not kept there for life, but eventually they all get in.

10507. Apart from any public duties you may undertake there would be duties to a large number of subscribers which would require you to retain a proportion of the accommodation for cases which they elect?—That I could not answer; it is not in my department, and I do not know what would be the effect. I have been told that we have had offers from rich and philanthropic people who said they would leave us a big legacy if we would do away with the system of voting; but on the other hand the powers that be say we should lose very much more than we should gain if we did away with that system of voting. I am not in the position of knowing. All we know is our subscribers look very jealously after their voting papers.

10508. You are very strongly against the colony system?—I will not say I am against it. I am in favour of an institution. Supposing you want to house 1,000 patients and you have the colony divided up into ten villas you have to put somebody in charge of each of these villas; whom are you going to put?

10509. Have you seen any of the colonies abroad?—No.

10510. What is your area at Earlswood?—About 200 acres. I think it would be more economical to have a big institution; it is better as to supervision. I cannot imagine I should go round in the middle of the night in a snow storm from villa to villa so often as I should go round Earlswood when it is all under one roof, when you do not have to go outside. The same with regard to your matron. I do not think your supervision would be as good if you have a system of separate houses.

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10511. Being a voluntary charity has it ever hampered you at all having the supervision of the Commissioners, even though that might not be absolutely imposed in regard to every question; or has it been of assistance?—To myself it has been of immense assistance to have the Commissioners. The Commissioners assist me a great deal in their reports with my Committee.

10512. In fact the inspection has been a service?—A very great service.

10513. Taking your status as that of a voluntary charity it has been of service?—Yes.

10514. Their suggestions have been useful?—Yes.

10515. It has been an advantage to the Committee?—Yes. I should be very sorry to see that supervision done away with.

10516. (*Chairman.*) Is there anything you wish to add?—I do not think so.

A. H. Williams, Esq., called; and Examined.

10517. (*Chairman.*) You are Secretary and House Governor of the Midland Counties Asylum?—Yes.

10518. Would you tell us how long, and where, you have been in similar positions?—I have only been at Knowle and had anything to do with feeble-minded children for the last five years. Previously I had nine and a half years' experience in a lunatic asylum, but not among the patients; I was clerk and steward there. It was not until I came to Knowle five years ago that I had any intimate association with mentally deficient children.

10519. You have been so kind as to prepare the answers to the questions which were sent to the Asylum. May we put them on our notes as part of the evidence?—Yes.

10520. Are they correct?—Yes.

Answers by the Midland Counties Asylum to Questions suggested to be sent to Institutions by the Royal Commission on the Care and Control of the Feeble-minded.

1. What was the date of the foundation of your Institution, and what is its full title?—Founded 1868. Full title—Midland Counties' Asylum, An Institution for the Care and Training of the Feeble-minded.

2. What were the precise objects for which the Institution was founded?—Copy of Rule No. 2 in Deed of Constitution—"That the design of this Institution be not merely to take the Idiot and Imbecile under its care, but especially by the skilful and earnest application of the best means to prepare it as far as possible for the duties and enjoyments of life.

3. Has any modification or alteration in its constitution and objects been made since its foundation?—No.

4. Do you admit (*a*) both sexes; (*b*) adults and children, and at what age?—(*a*) Both sexes admitted; (*b*) adults and children—any age.

5. By what method is admission to your Institution obtained?—Election by votes of subscribers; without election, on payment of fees ranging from £34 upwards.

6. From what district do you draw your inmates?—Elected and reduced payment cases only received from the counties of Warwick, Worcester, Stafford, Leicester, and Salop. Non-elected cases at full payment from all parts of the kingdom.

7. Is your Institution subject to the control or supervision of any, and what, public authority?—Controlled by a Committee appointed annually by the subscribers and donors and supervised by the Commissioners in Lunacy only.

8. In what manner and at what period is that control or supervision exercised?—Monthly meetings of the Managing Committee and annual inspection by the Commissioners in Lunacy.

9. How many persons of both sexes have been admitted to your Institution since its foundation, and what was the average age at admission?—169 males, average age on admission ten years; 120 females, average age on admission twelve years.

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10. What has been the annual average number of your inmates, male and female, adults and children, during the last ten years?—Annual average number, thirty-three males and thirty-two females.

11. How long do you retain the inmates in your Institution?—Election cases for a period of five years; all suitable cases are eligible for re-election. Payment cases for life if they continue suitable for the institution. All patients subject to discharge at any time at the request of their friends, or guardians, the Managing Committee of the institution, and by the Commissioners in Lunacy after full age.

12. What authority and what considerations determine the occasion of their discharge?—Discharged at the request of the parents or guardians by Managing Committee if the case prove unsuitable or becomes destitute.

13. Are the inmates on admission bound by themselves or through their relatives or guardians to remain in the Institution for any, and what, stated period?—Parents or guardians can remove their patients at any time. The Managing Committee are under an obligation to retain elected cases for five years unless, as stated in the previous reply, they become unsuitable or destitute.

14. What are the numbers of the staff of your Institution (*a*) managing; (*b*) medical; (*c*) nursing; (*d*) teaching; (*e*) general servants; and what is the average annual cost of each branch of the Staff?—Managing, three; medical, one; nursing, thirteen; teaching, four; general servants, twelve.

15. Do you admit to your Institution (*a*) epileptics; (*b*) idiots; (*c*) imbeciles; (*d*) feeble-minded persons?—(*a*) Epileptics admitted; (*b*) idiots; (*c*) imbeciles; (*d*) feeble-minded or high-grade imbeciles admitted.

16. How are the various degrees of mental defectiveness classified in your Institution, and by whom is the classification arranged?—Classified as follows:—(1) idiots; (2) imbeciles; (3) high-grade imbeciles; (4) male and female imbeciles under ten years associated. Classified by house governor.

17. What is the proportion of the present number of your inmates in each class and of each sex?—

	Males Per cent.	Females Per cent.
Idiots	30	38
Imbeciles	42	24
Higher-grade imbeciles	28	38

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18. Is the family history of each inmate ascertained before or upon admission to your Institution?—No enquiries beyond the following have up to the present been made, viz.: (1) Probable cause of patient's affliction; (2) Family history of insanity.

19. Are statistical records kept of the origin and development of the mental defectiveness of each inmate, and how often, and by whom, are such records made?—No; a school register showing the educational progress of each patient attending school is kept by governess.

20. Is the history of inmates subsequent to their discharge from your Institution ascertained and recorded, and if so, how is this done?—No.

21. Are the inmates periodically examined by non-resident specialists in mental pathology, and if so, how often and by whom?—No.

22. Are different methods adopted in the general treatment, control, and education of inmates mentally defective in varying degrees?—Separate wards are provided for idiots, imbeciles, and high-grade imbeciles, and children under ten.

23. What are the methods adopted in your Institution for housing, educating and employing the inmates, distinguishing between males and females, adults and children?—They are educated in six separate classes of about twelve in each at different times during the day, according to their mental capabilities. Children under twelve are taught scholastic work only, after twelve they become half-timers; that is to say, they receive manual instruction in the workshops as well as attend school. Some of the better patients who are useful in the workshops or Asylum generally receive scholastic tuition twice or three times per week only. Scholastic tuition is given by kindergarten methods, and industrial training is also given to males in tailoring, shoemaking, carpentry, basket-making, and rug-making, and to females in sewing knitting, basket-making, laundry and housework.

24. What was the original cost of the foundation of your Institution?—About £8,000.

25. Has any subsequent capital expenditure been incurred, and if so, to what amount and for what purpose?—Yes, about £14,000. Extension of accommodation, new lavatory blocks, additions to laundry, infectious hospital, new kitchen and dining hall.

26. What has been the amount of the average annual income of your Institution for the last ten years?—£2,359 6s. 9d. general.

27. From what sources is the income of your Institution provided, and what invested capital does your Institution possess?—(1) Voluntary subscriptions; (2) payments by patients' friends.

28. Are the site, land, and buildings of your Institution the freehold or leasehold property of your governing body? What is their value, and are they subject to any mortgage?—Site, land and buildings freehold property of governing body. Not subject to mortgage.

29. Do the inmates or their relatives or guardians make any contribution towards their maintenance?—Yes.

30. Does any public authority make any, and what contribution to the funds of your Institution?—No.

31. Do the inmates by their own work, and if so, of what nature, and to what extent, contribute towards the maintenance of the establishment?—Yes, inmates contribute towards maintenance of establishment, the better cases assisting in the general work of the Institution. The utilisation of patients' labour saves the institution at least five additional servants, thereby effecting a saving of about £240. A small profit is also made on the baskets and rugs made by the inmates.

32. What has been your average annual expenditure for the last ten years?—General, £2,423 2s. 10d. New buildings, £772 15s. 2d.

33. What has been the average annual cost per head: (*a*) of maintenance; (*b*) of education of the inmates for the last ten years, distinguishing between males and females, adults and children?—£37 5s. 6d. inclusive of structural repairs, amounting to £4 13s. 6d. per head.

MIDLAND COUNTIES ASYLUM, KNOWLE, NR. BIRMINGHAM.

Statement of Expenditure on Maintenance Account with the weekly cost per head, calculated on the average number of patients. Year ending 31st December, 1904.

	Total Cost. £ s. d.	Cost per head per week. s. d.
Annual meeting and election	33 15 0	1¾
Special appeals, canvassing and commission	114 0 3	5½
Printing and stationery	55 3 7	2¾
Advertising (general)	3 0 0	¼
Postages	22 3 2	1
Rates, taxes and insurance	93 11 6	4½
Salaries, wages and travelling expenses	1,029 8 1	4 2
Provisions	995 12 4	4 0½
Necessaries:—General	62 2 2	3
Coals	173 3 10	8½
Gas	99 17 6	4½
Clothing	259 3 1	11½
Drugs, surgery requisites, etc.	25 16 6	1¼
Furniture and bedding	244 16 11	1 0
Wines and spirits	28 17 3	1½
Miscellaneous (including school materials and requisites)	72 14 0	3½
Building repairs and renewals	223 3 8	10½
	3,516 8 10	14 2½
Less amount received for goods sold	20 12 6	1
	3,495 16 4	14 1½

Average number resident, ninety-five,
„ Cost per head 14s. 1½d.

The above expenditure may be briefly summarised as follows:—

Cost of general maintenance (board, lodging, washing, supervision and amusements)	11	9¼
Cost of building, repairs and renewals		10½
Cost of education (estimated)		10½
Cost of obtaining voluntary support		7¼
	14	1½

10521. (*Dr. Dunlop.*) You heard the last witness and all he said generally in discussing the Idiots Act. I suppose you generally agree with what he stated?—Yes, I do.

10522. There are one or two things about your own institution. There is no direct medical superintendence, is there?—No, the Medical Officer visits once a day only, he comes to attend the sick patients only.

10523. He has nothing to do with guiding the treatment of the mentally infirm?—No.

10524. You were appointed House-Governor at a time when you had no experience at all either with lunacy or imbecility?—One does get a certain amount of experience of both, even as a clerk in a lunatic asylum. You mix up with them in their amusements.

10525. You had never studied the subject or been closely in contact with them; never been an attendant?—Never studied the subject. I could tell the various forms of insanity they suffer from, in a measure. I know mania from melancholia and dementia, the difference between congenital mental deficiency and lunacy, and that sort of thing. I have read books on the subject of the care and training of the feeble-minded.

10526. As regards the treatment, do you ever use restraint in any form in your asylum?—Never, except for surgical reasons. We have used a jacket with long sleeves and tied the ends together so as to stop a boy scratching a sore on his face. It has only been on very rare occasions. We have never had restraint for violence.

10527. Have you got a straight jacket in the place?—I suppose you might call it a straight jacket. It is only used for that purpose; it is a sort of linen jacket with long sleeves, for surgical reasons.

10528. Is it put on without the Medical Officer's sanction ?—No, he recommends it.

10529. Is that recorded in a book for the Lunacy Commissioners' inspection ?—Yes, put in a journal.

10530. Do you pin the sheets at night, or put on any restraint in that way on patients at night ?—No.

10531. Never ?—I think in the first two years I was there two or three little boys who were very troublesome used to be put in sacks and tied. I did away with them.

10532. They were in use in your earlier days ?—They were tied in little sacks.

10533. That is, I suppose, a sack with a strap round the neck ?—Yes, tied loosely round the shoulders, their arms were outside.

10534. Do you use canvas clothing ?—No.

10535. You do not take what you style paupers ?—We do take paupers now. We have about thirty-four cases, I should think, from Poor Law Unions. They pay us from £34 to £35 a year.

10536. Would you explain this sentence: "All managing Committees are under an obligation to retain elected cases for five years unless, as stated in the previous reply, they become unsuitable or destitute" ?—When they become destitute and no Poor Law Union will take the case up we have to send them out. I have a case this week that has become destitute. The Poor Law Union offered us fifteen guineas. We refused to take it. We said Poor Law cases ought to pay us the full amount. That boy will have to go out and go to the workhouse, I expect, and they will have to keep him there. We tried to get the full amount from the Guardians as soon as the friends died. Unsuitability means the development of dangerous propensities.

10537. What can happen to a child while it is in your institution to make it destitute ?—The death of the parents, or the non-payment of the minimum charge. We have no free cases, no case kept without some fee; the minimum is fifteen guineas; when that stops they become destitute.

10538. That is rather different from the child becoming destitute, is it not ?—Yes.

10539. Do you do anything in the way of tracing the history of the cases after discharge ?—No, nothing has been done in that way.

10540. (*Mr. Burden.*) How many is the daily average of cases under detention in the Midland Counties Asylum ?—It is given in the answers, thirty-three males, thirty-two females. There are now, in the place, 111.

10541. So the number of persons under detention is much larger than the average daily number ?—Yes.

10542. Could you tell me whether the provisions which are put down as averaging 4s. 0½d. per head per week include the provisions supplied for the use of the officers, or whether it is only for the use of the inmates ?—All the provisions used in the place.

10543. Would that include the value of any provisions such as the garden produce ?—No, those in that amount are all purchased.

10544. Do you grow much garden produce ?—Yes, we grow sufficient to supply us in green stuff and potatoes.

10545. You do not have to purchase potatoes or vegetables of any kind ?—No, though I think it costs nearly as much to grow them.

10546. If you do not include them here in your report, that would make your weekly cost more than 14s. 1½d., would it not ?—Not much; they are there in the form of wages—gardeners' wages—seeds and manures.

10547. Your salaries, wages, and travelling expenses are wages of other persons in addition to those immediately in charge of the inmates ?—Yes, they contain the gardeners' wages, and other persons' wages.

10548. (*Mr. Byrne.*) Have you any idea as to what would be the average weekly cost per head in your establishment if a sinking fund or the equivalent of rent was introduced into it ? Of course your building is your own. Supposing you were an authority who had to repay all the money, have you ever calculated as to how much that would raise the weekly charge per head ?—No, I have never worked that out. The buildings up to date have cost about £14,000, with the repair

10549. It would be an additional 4s. or 5s. a head ?—Yes, I should think it would be.

10550. If you add 4 per cent. for interest and sinking fund ?—Yes, it would be about that.

10551. I want to ask you, in pursuance of that, whether you feel that you must tell the Commission that the proper care and maintenance of people like this must always be a somewhat expensive matter ?—I feel it is bound to be.

10552. Or do you think substantial reductions in the cost can be made ?—In dealing with larger numbers than we deal with here, or that they deal with in other institutions. In a colony I think it could be reduced.

10553. It could be reduced if the numbers were larger in the first instance ?—Yes.

10554. That would mean an institution with a good many different classes of patients ?—Yes.

10555. Some only slightly imbecile would work better?—Yes, would be half servants, in a measure.

10556. If they belonged to the pauper classes you would have the power of making them work ?—Yes, you would have more power for that.

10557. That would be another factor that would tend to money-making ?—Yes.

10558. Could you give us a guess as to what would be the lowest cost of maintenance that you could hope to arrive at, giving proper treatment to imbeciles ranging from the lowest to the highest class in the cheapest reasonable buildings on the cheapest available land in England ?—I do not think it should exceed by much the ordinary rate for pauper lunatics.

10559. In workhouses ?—In lunatic asylums.

10560. (*Mr. Loch.*) What would that be ?—I think it is 10s. 6d. weekly, outside the building expenses. I should think they ought to be kept in an institution of that kind for about 12s. to 13s. according to the proportion of bad cases dealt with, including building repairs.

10561. (*Mr. Byrne.*) Then as a matter of fact considering the considerable proportion you must necessarily have of idiots and imbeciles, *e.g.* 62 per cent. as compared with 38 per cent. of higher-grade imbeciles, one could not get the cost down by the introduction of lucrative work below the level of county asylums ?—A mixed institution?

10562. Where you had a lot of people requiring nursing night and day ?—I think you would get a lot of useful people who are at present wandering about the streets placed under control more than we get at present. Their labour would be of considerable value. I do not think your staff would work out the same as ours does nowadays.

10563. Supposing you had a large institution exclusively devoted to the higher-grade imbeciles, that is to say, those only slightly imbecile, would you have high hopes of a very low rate of maintenance being arrived at ?—For these patients in particular or the whole ?

10564. Supposing your institution contained nothing but the higher sort ?—Yes, I should say so.

10565. What would be the lowest figure of maintenance ?—Something almost equal to an orphanage; it might be just a little over for the extra expense of special teachers and medical attendance.

10566. It might be very few shillings a week ?—Yes.

10567. Seven shillings a week ?—No, I should say the cost should not be more than 2s. 6d. or 3s. a week over and above the ordinary orphanage cost.

10568. What would be the total maintenance ?—I take it it would be about 10s. 6d. inclusive of building repairs.

10569. What would it cost to include the repayment of capital ?—I had not included that.

10570. You have no particular hopes of reducing the cost of these people, however high grade they are, to less than £35 or £40 a year ?—They want special teachers. We keep them for about £34 to £35 a year.

10571. Supposing you had a larger building and say double your present numbers, and the newcomers were high grade imbeciles, do you think it would substantially reduce the cost ?—Yes, there would be less cost of supervision and more money received for labour.

A. H. Williams, Esq.

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10572. What do you mean by a substantial reduction? Do you think it would bring it down to 13s. or 12s. ?—Yes, I think so.

10573. Not lower than that ?—No, not to conduct it as it should be. They are peculiar people and want slightly different treatment to ordinary normal orphans. In dealing with double our present number with a larger proportion of high grade cases I think the total cost could be brought down to 12s. per week, and in comparing this with a rate-supported institution, the cost of obtaining voluntary support (about 8d. per head per week) should be deducted.

10574. (*Mr. Loch.*) Is the dietary very expensive ? Do you have a good deal included in that which is more than common ?—No.

10575. You have never thought of comparing our charges with those abroad in the matter of dietary ?—No, I have never done that.

10576. (*Chairman.*) Have you anything you wish to add ?—No.

TWENTY-SEVENTH DAY.

Friday, 4th August, 1905.

PRESENT.

The Right Hon. The Earl of RADNOR (*in the Chair*).

W. P. BYRNE, Esq., C.B.
F. NEEDHAM, Esq., M.D.
H. D. GREENE, Esq., K.C., M.P.
The Rev. H. N. BURDEN.
W. H. DICKINSON, Esq.
C. S. LOCH, Esq., D.C.L.
Mrs. PINSENT.
H. B. DONKIN, Esq., M.D.
J. C. DUNLOP, Esq., M.D.

HARTLEY B. N. MOTHERSOLE, Esq., M.A., LL.M. (*Secretary*).
E. A. H. JAY, Esq., M.A., LL.B. (*Assistant Secretary*).

BEDFORD PIERCE, Esq., M.D. (Lond.), F.R.C.P. (Lond.), called ; and Examined.

Bedford Pierce, Esq. M.D., F.R.C.P.

4 Aug. 1905.

10577. (*Chairman.*) You have been so kind as to give us a statement of your evidence: may we put that on our notes ?—Yes.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY BEDFORD PIERCE, ESQ., M.D. (LOND.), F.R.C.P. (LOND.), MEDICAL SUPERINTENDENT OF THE RETREAT, YORK (A REGISTERED HOSPITAL FOR THE INSANE), FOR NEARLY THIRTEEN YEARS. FORMERLY CASUALTY PHYSICIAN AT ST. BARTHOLOMEW'S HOSPITAL, LONDON.

The evidence I should like to submit to the Royal Commission on the Care and Control of the Feeble-minded falls under four principal heads.

1. The special training of defective children.
2. The control of the feeble-minded after school age.
3. The causation of mental deficiency.
4. Observations upon remedial proposals.

THE SPECIAL TRAINING OF DEFECTIVE CHILDREN

I would submit that it is desirable that the existing powers for providing special schools should be made compulsory, and that this is in the interests both of the children themselves and of the community.

In company with Dr. Auden (the medical officer approved by the Board of Education under the Act) I have visited several of the elementary schools in the City of York.

In this city there is no special provision for these children, and I found them in the same classes with the others. Excluding those children who were defective, dull, or backward, through ill-health, malnutrition, or non-attendance, we found considerably above 1 per cent. of the children mentally deficient.

The hardship that is caused to these children by remaining in the lower standards, when those of the same age pass up, is considerable, and in many of them, produces profound discouragement which seriously hinders further progress. Some of these children would certainly develop in Special Schools, some doubtless cannot develop far, and should receive special care permanently.

It appears to me in the interests of the community that these cases should not be a drag upon the education of normal children, that those of them who are able to benefit by special care should not be lost to the State through neglect or unsuitable education, and lastly that it is desirable that the State should at the earliest possible age take the defectives under its special protection so that they may be known, and later on, if they fail to develop into useful citizens, they may not become dangerous parasites upon society. Conversing with those who take a deep interest in the welfare of their pupils, I found there existed a grave anxiety about the future of these children and a strong feeling of regret that as things are at present nothing in many cases can be done to prevent mentally defective children being thrown upon the world with the certainty of disaster before them.

The Commission will have received abundant evidence from authoritative sources upon this point.

I only venture to mention it because there is no reason to think the City of York is in any way exceptional, and it seems to me clearly to indicate that the provisions of the Defective and Epileptic Children's Act should be made compulsory throughout the country.

2. THE CONTROL OF FEEBLE-MINDED CHILDREN AFTER SCHOOL AGE.

The cost of continuing special instruction after school age is prohibitive, except for the well-to-do, and though excellent charitable institutions exist, the places vacant are totally inadequate to meet the need.

It is, moreover, my opinion that in many of these cases the matter should not be left to the discretion of parents alone, but that it is the duty of the State to prevent these feeble-minded children being thrown upon the world. At the present time the tendency is in the wrong direction. Guardians at the earliest possible moment find situations for these defectives in order to save expense to ratepayers. I would submit that this is a short-sighted policy. The consequences of expecting such defective children to earn their living are obvious. Failure in some form is inevitable. Many are really unemployable, and if they do not become decidedly insane they become paupers, workhouse frequenters, or subsist by charity and are supported by the community in one way or another. Many, unfortunately, do worse than this.

It does not require special experience in the pathology of criminals to realize that there are many persons with mental weakness who become inmates of our prisons under our present system. Cases such as Tottie Fay and Jane Cakebread are notorious instances.

Appended to this report is a letter from a lady who has had much experience in attempting to reform the lowest class of female outcasts and criminals, in which she states her opinion that : " After six years experience

the conviction has only grown stronger that numbers of the poor women one meets with in prison are only fit for an asylum, and they are the offspring of drunken and dissolute parents, and come into the world with little or no will-power and fall at the first temptation."

York Workhouse.

In order to throw some light upon one aspect of this subject I have made inquiries as to the mental capacity of the women who have been received in the lying-in wards of the York Workhouse.

The children so born are almost all illegitimate (106 out of 119).

An examination of 119 consecutive cases, since 1900, shows that four were imbecile or epileptic and were subsequently certified, twenty-nine were described as decidedly feeble in mind, and seven were slightly weak-minded.

Whilst not wishing to press unduly results obtained from such a small number of cases, it appears clear that a considerable number of feeble-minded girls and women have illegitimate children.

I have also inquired as to the mental capacity of the women who are admitted with venereal disease, and though I have no numbers to give I satisfied myself that an undue proportion of these were of deficient intelligence. Amongst the lying-in cases in the workhouse there were fourteen cases of venereal disease and of these ten were returned as being feeble in mind.

The cases referred to above as feeble-minded presented clear evidence of mental deficiency and could not be expected to survive the stress of life, and seemed to be badly equipped at the start through innate defect. They were not certifiably insane; nor, on the other hand, was there reason to think they had ever possessed average mental capacity. (*A letter was subsequently received from Miss Helen Bennington, the lady superintendent of the Rescue Work in York relating to this point. Vide Appendix Papers, p.* 710 *post.*)

Some cases to illustrate these points are given.

A. J. was brought up in York Workhouse. She could learn little at school. The family history bad. Mother a workhouse frequenter, one aunt insane, another imbecile, and two cousins imbecile. She was sent to service, returned in two years pregnant, and was afterwards sent to an imbecile ward. The child has good bodily health but mental deficiency is suspected.

A. C. &. F. C., sisters, both began to have epileptic fits at thirteen years of age. Family history bad, aunt insane, another imbecile, father peculiar. Considerable difficulty in keeping the girls from frequenting barracks. A. C. had one illegitimate child; she was subsequently certified. F.C. died of phthisis, having had two illegitimate children.

E.M. and R.M.—Sisters, history unknown, deserted by parents, both had illegitimate children. E.M. subsequently certified. R.M. discharged, at fifteen and-a-half years.

F.S. was brought up in workhouse as mother was insane, was always passionate, a moral imbecile, twice sent out to service but smashed things in a temper, returned with syphilis and verminous. Still a workhouse frequenter, but uncertified and can take her discharge any time.

A.C. at fifteen and a-half had illegitimate child. Mother workhouse frequenter, grandmother bad history. A.C. a workhouse child and though not certifiable as insane cannot be expected to earn her living, being feeble in mind.

A.S. brought up in a workhouse, boarded out, sent back twice, placed in imbecile wards, sent to service, returned pregnant, went out, married (but not to father of child) had two children since, returned to workhouse with evidence of syphilis and insane, but is now at large living chiefly on charity. Is still feeble-minded.

In view of cases such as these, the following conclusions appear inevitable.

1. That society permits a considerable number of feeble-minded women to bear children.
2. That there is an association between mental weakness and irregular living.
3. That girls who are not really able to take care of themselves through mental weakness are thrown upon the world and acquire venereal disease, and go to the bad.

3. CAUSES OF MENTAL ENFEEBLEMENT.

Bedford Pierce, Esq., M.D., F.R.C.P.

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These are practically the same as the causes of insanity, and I only propose to mention three of them:—Heredity, Alcoholism, and Deprivation of Sense.

In the majority of cases there are probably several factors of causation, and we can rarely ascertain all the contributing causes in cases that occur, even when a good history is available. The subject is at present too obscure and our knowledge too imperfect to admit of much dogmatism.

Heredity.

This is, in my opinion, by far the most important factor, and it is relatively more important in mental enfeeblement than in insanity.

Idiocy, imbecility with accompanying sterility, are nature's method of preventing racial degeneration.

But the question arises whether it is prudent to allow things to take their course and to rely only on nature's methods of eliminating the unfit. I cannot but think it will be found to be in the interests of both society and of individuals to take stronger measures than now exist to prevent the marriage of feeble-minded persons, and in this way to limit the multiplication of the insane and imbecile.

I should like to give the Commission particulars of a family history which has come under my observation in the course of my own professional practice.

It illustrates many points that are of importance in an inquiry as to the hereditary transmission of mental disease Such a complete and trustworthy history is rare, and though the morbid elements are unusually severe and numerous, the history seems to me to illustrate general principles.

I will call the family the X family.

The X Family History.

First Generation.

A.X. married A.Y. towards the end of the eighteenth century. A.X. was a successful man of business, but was extremely absent-minded; he had a very passionate uncle. A.Y. was subject to severe depression, but was an able woman. They had four children; two died young, and two (C.X. and D.X.) were married.

Second Generation.

C.X. married a passionate man. One son committed suicide; one grand-daughter insane and another feeble.

D.X. at seventeen showed "great imbecility" after an attack of fever. At twenty-five married, became insane, afterwards unsuccessful in business, alcoholic. At sixty-three insane again. He married E.Z. in 1819 and had twelve children. E.Z. was sound of mind and died at sixty-two. Her mother and her only brother were subject to attacks of excitement and depression.

Third Generation.

The children of D.X. and E.Z. One died in infancy, five had decided attacks of insanity. Three others subject to attacks of excitement and depression, three remained well. Of the twelve children of D.X. and E.Z., six married, but only four had issue who lived to be adults. None of the third generation could be termed feeble-minded.

Fourth Generation.

F.X. (eldest son of D.X. who became insane) had two children, one insane, one idiot.

K.X. (fifth son of D.X.) married E.F. who afterwards became epileptic. K.X. was insane at one time. K.X. and E.F. had seven children: three died young, two are moral failures and weak-minded, one decidedly peculiar (had illegitimate child and cannot earn living), one only doing well.

N.X. (third daughter of D.X.) remained well, but married R.S. who afterwards became insane; they have had five children: two decidedly weak-minded, one has been insane twice, one has good health and is clever, one died in childhood.

P.X. (seventh son of D.X.) probably committed suicide; he had been depressed, he married B.S., his only child is stated to be depressed at times.

Fifth Generation.

Though all cannot be traced, it is clear the family is dying out.

F.X. has no grandchildren.

K.X. grandchildren are young and undeveloped, history not available.

N.X. none of the children of N.X. have married.

Question 10577.

TABLE OF THE X. FAMILY.

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A. X. b. 1756 successful
very absent minded
d. cholera.

m. 1788

A. Y. able. b. 1763
subject to attacks of depression
her uncle was very passionate

- 1 m. d. young
- 2 C. X. f. sane = H. T. *peculiar passionate*
  - 1 f. d. young
  - 2 m. d. infancy
  - 3 H. T. T. m. = 1st H. S. sane *peculiar deluded suicide*
    - 1 f. weak *feeble-minded*
    - 2 f. *insane*
    - = 2nd K. A. sane — 4 children sane
  - 4 T. H. m. sane married — children sane
- 3 m. drowned æt. 21
  - 1 E. X. f. *insane melan.*
  - 2 F. X. m. *became insane* = H. C. *peculiar*
    - 1 f. *idiot*
    - 2 f. *feeble-minded, very peculiar*
  - 3 G. X. m. *eccentric*
  - 4 H. X. m. *became insane*
  - 5 J. X. m. sane = H. N. sane — no issue
  - 6 K. X. m. *insane at one time* = E. F. *epileptic demented*
    - 1 *morally weak*
    - 2 „
    - 3 ? sane
    - 4 *feeble-minded had illegit. child now under care*
    - 5, 6, 7 d. young
  - 7 L. X. f. sane married — no issue
  - 8 M. X. m. *attacks of depression and excitement* = P. E. — 1 child d. æt. 4
  - 9 N. X. f. sane = R. S. *who later became insane*
    - 1 m. clever, sane
    - 2 m. *weak-minded*
    - 3 f. *insane depressed excited*
    - 4 f. d. infancy
    - 5 f. *weak-minded, delusions.*
  - 10 O. X. f. *insane*
  - 11 P. X. m. *attacks of depression and excitement (?) suicide* = B. S. — f. *reported to be depressed*
  - 12 Q. X. f. d. infancy
- 4 D. X. m. b. 1794 *insane at* 17, 25, 63 *alcoholic after* 25

m. 1819.

- 1 E. Z. f. b. 1800 sane d. æt. 62

A. Z. sane
d. phthisis æt. 27

B. U.
subject to serious attacks depression and excitement

- 2 C. Z. m. = C. B. *subject to depression* — 7 children none insane

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The following points appear to be in harmony with experience.

(1). The marriage of a person who has been once insane is fraught with danger (D.X. married E.Z.)

(2.) For such to marry into a family with history of insanity is likely to be disastrous.

(3.) If the person so marrying has also a bad history, the position is decidedly worse.

(4.) That individuals who are sane may transmit insanity (E.Z. and N.X.)

(5.) That weak-mindedness and idiocy is the natural termination (it did not appear until the 4th generation) but

(6.) Before this happens there may be a large number of individuals born to a life of untold suffering.

The X. family were, on the whole, in good financial position; it is impossible to estimate the cost of maintaining a family such as this, but it is evident that but for the accident of birth the cost to the State would have been very large.

Alcoholism.

Alcoholic intemperance in the parent may effect the offspring through the direct poisoning of the germ cells by alcohol circulating in the blood stream, and in the case of pregnant women this may similarly affect the unborn child. Apart from this, the instability of the parent which led to the intemperance will often be transmitted to children, and in them it may appear in other forms of mental weakness. It rarely happens that there is a direct transmission of alcoholism from parent to child, and on theoretical grounds it is denied that it is possible for such transmission to occur.

Besides the innate damage to the nervous system due to alcoholic intemperance of parents there is the injury done after the birth of the child through the many unwholesome and injurious influences that exist in almost every home in which a parent is intemperate.

Deprivation of Sense.

Defect of the special sense of hearing is a well known cause of defective mental development, and these cases are very responsive to treatment. I found deaf children in the York elementary schools being educated with the other children and in a fair way to become permanently feeble-minded.

4. Observations upon Remedial Proposals.

Segregation of Feeble-minded.

It is perhaps impossble to do anything to control the liberty of adults who have already been at large in the world, unless they are decidedly insane or have become criminals; but I would submit that those chidren who have exhibited marked mental deficiency at school should not be allowed to go freely into the world until there is reason to believe that the mental deficiency has disappeared.

Assuming that Special Schools are available for all children until they are sixteen years of age, I would support the suggestion that special industrial colonies be established for children above that age and in these every effort should be made to discover their special faculties and, if possible, to teach them how to earn a living.

I would urge that it is only reasonable that children who have required costly and special education should be apprenticed to the State until they are twenty years of age, and that their future should depend upon their success whilst serving their time. No doubt some could then be pronounced fit to take their chance in the world, and be allowed a year's trial until they are twenty-one before obtaining complete discharge; but many others would still be defective and should remain under control.

The number of persons who might advantageously live in labour colonies is doubtless very large and owing to the connection between feeble-mindedness and moral depravity not a few young criminals may be considered eligible for admission into such colonies.

I would suggest, however, that successful administration is much more likely to be attained, if at the outset only those children are received who at the age of sixteen are found to be deficient. The numbers would then be much more manageable, the initial cost would be less, and generally there would be better results than if these children were associated with those who had been already out in the world and had come to grief.

In the course of a few years, however, there would have accumulated in each district a considerable number of defective cases, trained wholly in the State schools and colonies, and the industrial life of the colonies would in all probability be such that the introduction of a few first-offenders would not matter.

I look forward to the time when all the defective and feeble-minded adults as well as children will be taken care of by the State, until they develop normal powers, or until there is a reason to think they may become useful citizens.

The time is hardly ripe for this, but if the segregation of children only is attempted and each child, as he or she grows up, is placed in a special training school or colony, in the course of a few years the larger end in view will be attained.

Much has been done privately in this direction already, but to deal with a matter of this magnitude the nation must take the matter up itself.

The advantages that will result from the establishment of special schools and industrial colonies are many.

(1) Every defective child will have skilled training, so that he may have every chance of becoming fit for citzenship.

(2) The mentally deficient will not be thrown upon the world unfitted to meet the difficulties of life.

(3) Some of the hardships arising under the present system will be prevented—*e.g.*, feeble-minded girls will no longer be exposed to temptations which they cannot withstand and which cause them much suffering through disease and lead to crime.

(4) Fewer children will be born of defective parents and one of the causes of racial degeneration removed.

(5) There will be a reduction in the number of habitual criminals, drunkards, workhouse frequenters and ne'er-do-wells.

Prevention of the Marriage of the Unfit.

If the feeble-minded on leaving school were practically prevented from marrying by segregation, there would be a considerable reduction in the number of insane, epileptic, and defective persons.

This is probably all that can be done at present, although it is most desirable in the interests of the race to further limit the marriage of unstable or neuropathic individuals. Every one with experience in lunacy practice must have deplored the impossibility of preventing unsuitable marriages; though in justice it must be admitted that here and there a few cases occur which turn out better than anticipated.

Our knowledge both of the laws of heredity and of the morbid conditions which cause insanity is too limited to allow generalisations to be made.

Without touching such a thorny subject there is one direction in which I think an advance might be safely made.

It frequently occurs that patients who have had an attack of acute insanity on recovering from the attack are discharged when it is clear that the patient never possessed average intelligence and is ill-fitted to be free. In such cases the attempt to meet the difficulties of life with imperfectly developed mental powers is frequently the cause of the attack of acute insanity. It would seem desirable that such patients, especially those in the adolescent period of life, should be transferred at the discretion of the medical superintendent to an industrial colony for a stated period of trial, and that his or her subsequent discharge should depend upon the same conditions that have been suggested in the case of those known to be weak-minded from childhood. This would mean the permanent detention of many adolescent patients who would otherwise be returned to the world unfitted to meet the stress of life; and at the same time it would lessen the number of children destined to be feeble-minded or insane.

The recklessness in respect to marriage which pervades all classes has a great deal to do with the production of the unfit.

It is a widespread opinion that marriage may prevent insanity recurring, although there is little or no evidence in support of this opinion and overwhelming testimony as to the delusive nature of such a hope. As a matter

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of fact in my own experience the relapsing cases have generally been married men and women.

Yet the interests of the race are constantly sacrificed to the desires of individuals, and little thought is given to the future.

I fear little can be done by legislation to prevent or even delay the marriage of persons discharged from asylums, whether they be recovered, relieved, or not improved (with the possible exception of those who have always been deficient), unless it be thought desirable that penalties should be imposed for failing to disclose the fact of actual detention as a person of unsound mind previous to marriage. This would probably help to awaken public opinion and lead to a general recognition of the fact that the marriage of those who have been insane may bring much suffering to future children and be rightly termed a "crime against posterity."

Management of Industrial Homes.

If it be possible to establish Homes or colonies in which the feeble-minded are to have special training and in which they must remain if they fail to develop sufficiently to give promise of becoming useful citizens, it would seem to me important that the Department of State which has the supervision of the insane should supervise these Homes so that there may be harmonious co-operation between the asylum and the industrial colony.

The Authority immediately responsible for management would no doubt be the County Council, for it would be obviously a mistake to have two independent authorities doing similar work in the same area.

Certificates.

Adequate inspection and periodical certificates by qualified medical men will naturally be required before any person is deprived of civil rights. It is a question whether the power to make an actual Order of Detention should not be vested in a Court of Summary Jurisdiction or in a sub-committee of the Educational Authority. It would probably give greater confidence to the public if one of the certificates were given by a Government official, a special experienced medical man, appointed for the purpose.

I would further suggest that such certificate should not be based only upon "facts observed at the time of the examination," as in the case of a lunacy certificate, but that the behaviour and record since the last examination should be essential elements. It is often very difficult to express in words the state of mind of a patient who is clearly mentally deficient, but if the certificate be supplemented by a report as to attainments, conduct, and habits signed by a responsible person, the reasons for further care and treatment would be more apparent.

One of the most important results which is likely to follow the establishment of industrial colonies will be the prevention of many cases of acute mental disorder and the avoidance of its consequences in so many instances, viz., permanent dementia requiring treatment in asylums, which must necessarily be more costly institutions than industrial colonies.

10578. (*Dr. Dunlop.*) You are superintendent of a hospital for the insane?—Yes.

10579. Do you receive congenital cases there?—Very few.

10580. Can you give me any idea of the numbers of idiots or imbeciles?—Only about three or four.

10581. What happens to the idiots and imbeciles in the district of this hospital?—Those that can be elected go to the Lancaster Asylum; York has some beds in the Lancaster Asylum. Others either stay at home or become lunatics and go to asylums. There is very little provision in Yorkshire for imbecile patients.

10582. What happens to most of them?—They go to the lunatic asylum.

10583. As lunatics?—Yes, the lower-grade ones.

10584. What happens to the higher-grade ones?—I do not know, I suppose they drift about and are looked after by their friends as best they can.

10585. Have you heard of many of these cases being neglected and allowed to drift about?—Some of them get into the workhouses as you will see in my evidence. Some of the York cases get into the workhouses in a very unfortunate condition.

10586. You are referring to the female cases?—Yes.

10587. But there are the males and the females who do not have babies, and do not get into trouble in that way?—I could not say what happens to them, probably many join the unemployed.

10588. Do you know the inside of the workhouse at all?—I have been round the workhouse; I do not know it well.

10589. You cannot tell what numbers are there?—No

10590. In your statement, referring to the York workhouse, you refer to the defective cases, persons of unsound mind, who undoubtedly require care and treatment?—Yes.

10591. Yet you say they are not certifiably insane. I would like you to explain the situation. The Certificate in Lunacy requires a statement that they are of unsound mind and require care and treatment?—I think I mentioned that there are four certified cases, and twenty-nine described as decidedly of feeble mind. These were not certifiable cases.

10592. How does it happen that they are not certifiable when they are of unsound mind, and require care and treatment?—I think the answer is that they are not sufficiently of unsound mind to satisfy a magistrate in the present state of the law.

10593. You think the block is in the magistrate?—In York the magistrates are difficult to convince.

10594. The block happens to be in the magistrate?—Not only. These people I am referring to are people that anyone would hesitate to certify as of unsound mind, in the present state of the law.

10595. Although they are of unsound mind?—Although they are feeble in mind.

10596. How do you define the difference between feeble in mind and unsound mind?—The term "feeble-mindedness" I use for persons who are deficiently equipped from the start and who are not capable of earning their own living but are not certifiable as lunatics necessarily.

10597. You restrict it to a class of imbeciles then?—Practically so, yes.

10598. But imbeciles are certifiable lunatics, are they not?—If they are of low grade they are, certainly.

10599. Although these cases require care and treatment you still maintain that they are not certifiably insane? The point that I am trying to get out is, your opinion as to how it happens that these are not certifiably insane. The lunacy certificate is to the effect that they must be of unsound mind and must require care and treatment. These cases very palpably are of unsound mind and very palpably require care and treatment. How is it that they happen to be uncertifiable?—I think the answer is that there is no provision in the present state of the law for these borderland cases. At present the law requires that a person must be decidedly of unsound mind, whereas these people referred to in this group in the York workhouse, are not readily so described; still they are not able properly to live alone in the world.

10600. Is it possible the certifiability depends upon the available accommodation?—No, I think not.

10601. In your statement (on page 613) you say, "It frequently occurs that patients who have had an attack of acute insanity on recovering from the attack are discharged when it is clear that the patient never possessed average intelligence and is ill-fitted to be free." Surely that is an unrecovered lunatic, is it not?—It is only a matter of degree. It is one of the most difficult questions to decide. Some persons may say that such and such a patient is fit to be at large, another person may think that this patient is certain to break down again. There is no question, I think, that a very large number of people in all institutions are discharged into the world who are not thoroughly recovered, in the full sense of the word.

10602. They are certified to be recovered. I presume you are referring to discharges by the medical superintendent as recovered?—Yes.

10603. I gather from this statement that your opinion is that a lot of these so-called recovered discharges are not completely recovered?—You are opening a very difficult question as to what recovery is. Many people look upon

the term "recovery" as equivalent to restoration to a former state of mind *e.g.*, if a high grade imbecile has an acute attack of insanity, he may be discharged as recovered when the acute attack passes off.

10604. If you take the word "recovered" as being synonymous with "normal"—?—Then I think there are a great many people in the country at large who are discharged as recovered who are not thoroughly sane. I have discharged them myself

10605. And that is a state of affairs that should not be ?—It is exceedingly difficult to prevent.

10606. Why ?—I think that many of the people who are so discharged should have another opportunity in life. On the other hand there are many of them who ought to be detained for the remainder of their lives, as they are permanently unstable.

10607. In these cases the kindness is rather to detain them and give them protection ?—I think it is, more especially for those who are unfortunately situated from a financial point of view.

10608. And that protection is refused to a great many cases ?—I believe it to be so.

10609. In York have you any experience of prison cases being sent to an asylum ?—No, I do not know anything about it.

10610. You say that adults, after they have once shown that they are decidedly feeble-minded, should be permanently shut up ?—Yes.

10611. That is very much the same thing as limiting the power of discharge, is it not ?—It is.

10612. Then for the improvable cases among the young you advise Special Schools ?—Yes.

10613. Have you any special knowledge regarding them ?—No, I have not any personal knowledge about them.

10614. The second class of institutions are industrial training schools. Have you any knowledge of those ?—No I have not any special knowledge.

10615. You cannot speak as to what is necessary for them ?—No.

10616. And labour colonies for the fully improved cases ?—I have only a general knowledge of the subject.

10617. One other practical suggestion you make is the alteration of the lunacy certificate, at all events regarding the congenital cases. Would you go to the length of saying the lunacy certificate should be altered for all cases ?—It is rather outside the terms of the reference, is it not ?

10618. I do not think so.—The present form of lunacy certificate is sometimes a serious cause of difficulty. I have felt it myself, and I think it is generally felt, that to limit the facts stated to the time of examination frequently renders the certification of dangerous people exceedingly difficult.

10619. But is your statement that the facts are limited to those found at the time of the examination: are there not two paragraphs ?—The essential part is the first paragraph.

10620. What is the second there for ?—To supplement it.

10621. Do you not think a very weak statement at the time of examination, supplemented by a very strong statement at other times, would form a complete certificate? —I have no doubt it does. I think everyone would agree with me that there are people who certainly ought to be under care, yet at the time of examination no material facts can be obtained.

10622. But repeated examinations could, surely ?—But in between repeated examinations something dangerous may happen.

10623. Do you think this change should be applied to all certificates ?—I did not suggest it, because it had not occurred to me that it was within the terms of reference.

10624. Defective persons not certified come under our terms of reference. Certification must be the test. As you say, some cases deserving of care and treatment are not certifiably insane ?—Cannot be certified.

10625. Could these cases be certified if those two headings of the lunacy certificate were run into one—simply facts indicating insanity ?—I think it would be an improvement if they were run into one.

10626. In the same way as it is done in some continental countries ?—Yes.

10627. Have you any experience of the working of the Idiots' Act ?—No, I have none.

10628. (*Dr. Needham.*) As to the form of certificate for the feeble-minded, would not it be sufficient to have the same kind of certificate that is given for the admission of idiot children into the idiot asylums, without specifying facts, simply saying that the person is feeble-minded and unable to take care of himself and requires care. I am talking about the higher grade of imbeciles in which it is extremely difficult to get facts which would satisfy a third person who had not seen the patient ?—I incline to think that in justice to the patients it would be right that some facts should be appended to the certificate which would explain in what way the person is feeble-minded, although the essential point will be the statement that he is feeble-minded, and requires care and treatment.

10629. You know that is not the case with the certificate for the idiots. It simply states that the person is capable of deriving benefit from training. You think there ought to be some facts ?—I think there should be some facts to supplement it.

10630. As regards the certificate of lunacy, do you think it would be proper, in the interest of the liberty of the subject, that any person should be put away, that his liberty should be taken away, except upon facts observed by the person himself at the time of examination ? Would it not introduce a dangerous element into the question ?—I see the dangers, and yet there are undoubtedly people that should be placed under care, who cannot be certified at the time. I do not know that I quite see a way out of the difficulty.

10631. You see there would be danger ?—I should think in all probability if the certificate were not very clear as a whole the Commissioners in Lunacy would object to the case and would probably wish for a further examination. There would be always that safeguard in the interests of the individual.

10632. Your patients are all patients of the upper classes —the middle classes at all events ?—Yes.

10633. I suppose in all the cases that Dr. Dunlop has referred to, people who are more or less feeble in mind, and have acute attacks and come under your care, the friends become accustomed to their feebleness, and only send them in because they have these outbreaks of acute insanity ?—Yes.

10634. And insist on having them back as soon as the acute insanity has passed away, and they are in their normal condition, although their normal condition is not a perfectly sound one ?—Yes.

10635. (*Mr. Byrne.*) I would like to ask one or two questions about your experience in regard to idiots—the more profound idiots, who form part of our Inquiry. Have you any information tending to show that the provision existing in this country for such persons is inadequate ?—I have very little experience. I know privately of patients whom it is exceedingly difficult to get under care. It requires a great deal of trouble, and sometimes a good deal of delay, to get them into an institution for a period of training; but I have not a large experience in this direction.

10636. Do you consider that efforts should be made to provide accommodation for idiots away from their homes ? Do you think that an ordinary home is a proper place for an idiot child, even if it is a good home and the child receives good care there ?—Certainly not, in the lower middle classes and the lower classes. No doubt wealthy persons can arrange for the idiot child to be properly looked after.

10637. With separate rooms and separate nursing; but short of that do you think that idiots should be removed from their homes ?—Yes.

10638. Both in their own interest and the interest of the community ?—I do, yes.

10639. (*Dr. Donkin.*) I see that you mention under the heading "Observations upon remedial proposals" that all these children should be educated up to sixteen. Do you not think some people would consider that too old ?

Bedford Pierce, Esq., M.D., F.R.C.P.

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Could not you tell beforehand and so save expense?—In thinking over what I said I should say there are a considerable number of children who could be found to be thoroughly feeble-minded before sixteen, and not worth thorough education.

10640. But of those children who would be put aside as abnormal when they are quite young you would agree that the majority will never develop normal powers, but belong to that class which you say should be kept by the State until they develop normal powers. Do you mean that it would be a small minority who would develop normal powers?—Yes; I have only a very general opinion on the matter, but I should expect 30 or 40 per cent. would be the greatest number who would be able to be liberated afterwards.

10641. Take the majority—would it not be your opinion that they would be found to be unteachable or unimprovable up to any practical point, long before they arrive at the age of sixteen?—Yes, it would be.

10642. In the paragraph under "Prevention of Marriage of the Unfit," you had in your mind clearly the congenitally weak-minded who had attacks of acute insanity?—Yes.

10643. It was specially that class?—Specially that class.

10644. Not those who had normal minds, and then became insane and were prematurely discharged from asylums?—No, I was speaking of people who were congenitally feeble-minded who would come under the lunacy laws on account of attacks of insanity.

10645. Recurring for one moment to the question of certificates: would you not think that, supposing the certificates were altered in the direction of diminishing the importance of recording the facts observed by yourself at the time of examination, there would be less objection to that alteration in the case of congenitally feeble-minded persons than in the cases of persons who had been sane and were suffering from some acuter form of insanity?—I think it would be so.

10646. The social danger would be rather in the matter of putting away a person who had been sane?—Certainly. The difficulties of certification would be much less in the case of a clearly defective person from birth than they would be in the case of a person who had been previously of sound mind.

10647. You would not be prepared to advise the alteration of the certificate to cover all cases of acquired insanity and also such cases of congenital imbecility, or imbecility developed in early life, as require care and treatment?—I think there should be two certificates.

10648. You prefer two certificates?—Yes.

10649. (*Mr. Loch.*) Would your idea be that there should be one department for dealing with the whole group of defectives from top to bottom, including insanity?—Yes, certainly.

10650. With regard to one of Dr. Donkin's questions: have you had any knowledge of special classes?—I have no personal knowledge.

10651. Do you think, as a matter of fact, a certain proportion of those who would go to the special classes should be dealt with before special class age by being sent to some institution, quite as little children?—Of course there are many idiots whom it is hopeless to educate at all. Those certainly should not be sent to special classes. It would be a waste of money to send a decided idiot to a special class.

10652. At what age would you give your judgment?—I should think these could be recognised by seven years of age.

10653. I do not know whether you have had any question asked you in regard to these York workhouse cases. I should like to ask whether you made this enquiry yourself?—No, it is, in large measure, second-hand information—the result of personal enquiries.

10654. Have you yourself come across any of these cases otherwise?—Yes, several of these that are mentioned I have seen, but not all of them.

10655. What would your scheme be for remedying this difficulty; would your wish be to prevent these women coming into the workhouse at all?—My feeling would be that nothing could be done for these people who had been once at large, at least, I do not see any practical way of dealing with persons who have once been at large. The suggestion I have endeavoured to make is that if the feeble-minded were looked after from childhood, and past the age of adolescence, a great many of these persons that are referred to in York workhouse would never have reached there, but would either have been properly educated and escaped the dangers to which they are subjected, or would have been put under care.

10656. But if you have a certificate of detention for feeble-mindedness your difficulty would be met, would it not?—It would meet it to some extent, but it would not cover all the cases mentioned in my evidence.

10657. Then you would have to contemplate the possibility of a good many of these unfortunate women, and men too, possibly, at the same time, continuing at liberty when once they reached adolescence?—I am afraid that is inevitable, whatever is done. You could only deal with the more decided cases. Wherever the line is drawn there will always be borderland cases which will go to the bad. I am afraid that cannot be prevented.

10658. Do you know any Homes or institutions to which these women are admitted voluntarily without certificate?—I have no experience of them. I know there are such. A great effort has been made by means of the superintendent nurse of the York workhouse to get some of these women into Homes, but it is generally futile.

10659. That is to say they leave the Homes?—Yes, they will not stop.

10660. You have not been in charge of any of these cases, or looked after them yourself?—No, not personally

10661. You have never found that these women remain at the Homes, when in detention, if they are kindly and happily dealt with?—I have not sufficient personal experience to answer.

10662. Would anybody who has dealt with these cases at York have that experience?—The superintendent nurse at the workhouse would be able to give information first hand on the subject. Her name is Miss Skinner.

10663. (*Dr. Needham.*) With regard to the remedy which has been suggested of sterilisation; do you think that is a practicable remedy?—No, I should not think so.

10664. (*Dr. Dunlop.*) In answering Dr. Donkin's question you referred to the social danger of shutting up lunatics, I suppose unnecessarily, or locking up sane people in lunatic asylums?—Yes. No doubt there would be difficulties from the social point of view if the lunacy certificate were very widely extended.

10665. I want to ask you whether you think such a danger in reality exists. Have you ever heard of such a thing happening, or do you think it is very likely?—I do not think the danger is very real, but, no doubt, isolated cases would occur which would get into the papers and make a great stir; this would have to be guarded against, in advance, to some extent, but I do not think the danger is really very serious.

10666. Do you think, without any certificate at all, with the supervision of the Lunacy Commissioners, the Visiting Committees, and magistrates inquiring into cases, that such a thing could possibly happen in England independently of the certificate? Is it not a logcy?—I should think very likely it is, but I still am of the opinion that no one should be deprived of his civil rights without some form of certificate.

10667. Which do you think is the greatest social danger, persons not requiring treatment being shut up in asylums, or persons requiring treatment not being put into the asylums?—The latter.

10668. Surely the latter is the much greater evil and the more important social danger?—Yes.

10669. (*Chairman.*) Is there anything you would like to add?—I do not think there is.

DAMER HARRISSON, Esq., F.R.C.S., called; and Examined.

10670. (*Chairman.*) You are medical officer of the special schools in Liverpool?—Yes.

10671. You have been so kind as to give us a statement of your evidence. Have you any objection to our putting that on our notes?—None whatever. There is a statement which I have here which is a correction with regard to one of these schools which I will hand in.

10672. Is it very material?—I think this is the most useful I have, because it applies to the school we have had longest in work.

10673. Does it alter anything that we have in this paper?—No, except to a very slight extent.*

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY DAMER HARRISSON, ESQ., F.R.C.S.

BASIS OF EVIDENCE.

I. Experience obtained in acting as Consulting Surgeon to two large asylums.

II. As Medical Officer for Special Schools to the Liverpool Education Committee since this work was taken up in Liverpool in June, 1900. During this period 1,239 children have been examined.

The Four Special Schools in Liverpool (as will be seen from the appended statistical report) were opened respectively in August, 1900, September, 1901, January, 1902, and August, 1902. Our observation of these children in the different schools extended over a period of from three to five years. In my opinion, these schools have not been long enough in operation to enable a reliable estimate to be made as to the results we may possibly realise in the future, when each child will have had nine years of special training.

The Liverpool Children have been received into these schools at very varying ages (from 5 to 15) as must be the case in the beginning of such work, and the average duration of attendance must be far too low to give reliable data in the estimation of results. If all these children had entered the school at seven years, none of them would yet be leaving. Yet in Chatham Place School, 280 have already been under its influence.

Permanent Control. Of the 1,239 children who have been examined 265 have been rejected as hopeless cases and not admitted to these schools; and 58 were found to be such after admission.

Of the total number of 322 now on the rolls, it will appear from the appended statement that 222 will require permanent control, leaving 100 who could become wage earners without control, but I believe that many of these require permanent care and protection (and very many probably permanent control).

Of the large number of children that have attended these schools only forty-nine have been either transferred to the ordinary schools or have shown such improvement as to be allowed to leave the schools before the age of sixteen to take up employment.

Age of Entrance into the Special School. I am strongly of opinion that in the case of defective children in poor homes, it would be better that their entrance into these schools should be at the age of five rather than seven.

Permanent Control. Extension of power is required whereby those children who are morally defective or who are living in a bad environment may be removed to boarding schools and from thence at from sixteen to twenty-one years (in accordance with the progress made) to industrial colonies. The children educated in the Special Schools who, on arriving at sixteen years of age are found to be too defective morally, or mentally, to lead the life of an ordinary citizen should be committed to industrial colonies either permanently or until such improvement has been made that they can be given their freedom under protection.

This permanent control is especially required for the girls. An instance of this has recently come under observation in Liverpool. It is that of a feeble-minded girl who has had three children, each of them removed by cæsarean section at three separate operations, and is again free from control.

Legislation for prevention of the marriage of defectives does not protect society in such cases. Nothing less than sterilisation, in the absence of permanent control, is required, and this was resorted to in the above instance.

* Corrected statement referred to is that which has reference to Shaw Street Special School infra. The figures are correct as printed.

SHAW STREET SPECIAL COUNCIL SCHOOL.

Mental Cases Only.

Date of opening August 13th, 1900.

	Boys.	Girls.	Total
Number of children at opening	14	7	21
Number of children now on the rolls	58	24	82
Number of children who have left the school since its opening	18* / 41	10* / 17	58 + 28*
Number of children passed out, since opening, as fit to attend ordinary schools	5	2	7
Number of children who have, since opening, left to take up employment	8	8	16
Number of children who, since admission, have shown no signs of improvement	All now on rolls show some signs of improvement.		
All hopeless cases should be under permanent care, I think. Number of children who have since opening left as being hopeless cases	18	6	24
Number of children who have left the school who should be under permanent care	10†	1†	11 } 35
Number of children in the school—			
(*a*) Who will probably never be able to earn their own living	15	10	25
(*b*) Who could probably earn their living under control	22	9	31
(*c*) Who could become wage earners	21	5	26
Percentage of morally defective children—			
(*a*) Now in the school	10%	8%	
(*b*) If possible, who have left the school	About 20% as some of the first admissions were very defective.		

Remarks.—In the mentally defective department the children in the upper classes are now doing work from Standard I. to III. Great improvement is shown throughout the school in general behaviour and readiness to obey a command the children are much brighter and happier, and have much more self-control—not so quarrelsome, and more social in the playground.

* Transferred to other Special Schools.

† These cases are now in asylums or workhouses, etc.

(*Signed*) H. E. WILLIAMS.
(*Head Teacher.*)

July 6th, 1905.

Question 10673.

FONTENOY STREET SPECIAL COUNCIL SCHOOL.

Damer Harrisson, Esq., F.R.C.S.
4 Aug. 1905.

Date of opening, September 2nd, 1901.

	Boys.	Girls.	Total.
Number of children at opening	12	8	20
Number of children now on the rolls	41	32	73
Number of children who have left the school since its opening	34	6	40
Number of children passed out, since opening, as fit to attend ordinary schools	2	—	2
Number of children who have, since opening, left to take up employment	3	—	3
Number of children who, since admission, have shown no signs of improvement	8	3	11
Number of children who have since opening left as being hopeless cases	8	1	9
Number of children who have left the school who should be under permanent care	Included in above.		
	23	5	28
Number of children in the school—			
(*a*) Who will probably never be able to earn their own living	15	8	23
(*b*) Who could probably earn their living under control	16	9	25
(*c*) Who could become wage earners	10	15	25
Percentage of morally defective children—			
(*a*) Now in the school	17%	8%	24%
(*b*) If possible, who have left the school	12%	—	12%

Remarks.—The work, though very slow, does show signs of progress. The improvement in obedience and moral behaviour has been very conspicuous, also all that may be included in school discipline, self-respect, and cleanliness. The health and bearing of the children are markedly better. Educational progress is decided, though very slow.

The living we presume these children would be able to earn in the future is simply in the form of street trading, dock labouring, etc., for boys, and domestic service or work in bag or firewood factories for the girls.

(*Signed*) M. T. DONOVAN.
(*Head Teacher.*)

July 6th, 1905.

ORWELL ROAD SPECIAL SCHOOL.

Date of opening, January 13th, 1902.

	Boys.	Girls.	Total.
Number of children at opening	23	11	34
Number of children now on the rolls	46	37	83
Number of children who have left the school since its opening	36	20	56
Number of children passed out, since opening, as fit to attend ordinary schools	5	3	8
Number of children who have, since opening, left to take up employment	2	0	2
Number of children who have since opening, left as being hopeless cases	6	7	13
Number of children who have left the school who should be under permanent care	10	9	19
Number of children in the school—			
(*a*) Who will probably never be able to earn their own living	7	5	12
(*b*) Who could probably earn their living under control	24	16	40
(*c*) Who could become wage earners	15	16	31
Number of children who, since admission, have shown no signs of improvement	8	8	16
Percentage of morally defective children—			
(*a*) Now in the school	9%	5%	8·4%
(*b*) If possible, who have left the school	8%	—	5·7%

Remarks.—Work shows satisfactory and hopeful progress. Children's general behaviour and moral tone much improved.

(*Signed*) C. FRY.
(*Head Teacher.*)

July 7th, 1905.

CHATHAM PLACE SPECIAL COUNCIL SCHOOL.

Mental Cases only.

Date of opening, August 11th, 1902.

	Boys.	Girls.	Total.
Number of children at opening	16	7	23
Number of children now on the rolls	57	27	84
Number of children who have left the school since its opening	33	17	50
Number of children passed out, since opening, as fit to attend ordinary schools	5	—	5
Number of children who have, since opening, left to take up employment	4	2	6
Number of children who, since admission, have shown no signs of improvement	Every child has shown some improvement, either physically or morally, even when there has been no appreciable educational response.		
Number of children who have, since opening, left as being hopeless cases	8	4	12

CHATHAM PLACE SPECIAL COUNCIL SCHOOL—*cont.*

Mental Cases only—cont.

	Boys.	Girls.	Total. (Includes 6 who have left through unclean habits.)
Number of children who have left the school who should be under permanent care	9	2	11
Number of children in the school—			
(*a*) Who will probably never be able to earn their own living	24	12	36
(*b*) Who could probably earn their living under control	21	9	30
(*c*) Who could become wage earners	12	6	18
Percentage of morally defective children—			
(*a*) Now in the school	19%	5%	—
(*b*) If possible, who have left the school	8%	5%	—

Damer Harrisson, Esq., F.R.C.S.
4 Aug. 1905.

Remarks.—The success of the special school work is unquestionable, and with further developments it would be more and more marked. Since the opening of the school in August, 1902, there have been some 280 children brought under its influence, and every one of these has benefitted to a greater or lesser degree. In some cases there has been, and is, a marked improvement in morals, intellect, and physical health, while even those who have been dismissed as "hopeless" showed some progress within certain limits; and a number of mentally defectives who have left, have been trained and made capable of earning a wage, thereby helping to their own support.

(*Signed*) T. M. JAMES.
(*Head Teacher.*)

July 6th, 1905.

10674. (*Mr. Byrne.*) You express the opinion in your memorandum that, of the total number of 322 now on the rolls of the Special Schools the appended statement shows that 222 will require permanent control?—Yes.

10675. You think that is too favourable?—Yes.

10676. We have had evidence about the Special Schools in some other districts, and my impression is that they give a rather more favourable view than this. Are the children in the Special Schools in Liverpool, either from their character or their surroundings when at home, much more likely to be difficult to control and manage than the children in other places?—I rather think that in our Special Schools in Liverpool we have a class of child that is a little worse than has been placed in the schools in London; that is, the worst of our children are worse than the worst of the children in some of the London schools.

10677. And the surroundings when they leave school would be worse, do you think?—I believe the slum life of Liverpool is perhaps worse, almost, than any slum life in any other town; at all events, it is certainly not inferior to the worst slum life in London.

10678. If it be that your proportion of the fairly capable is lower than in any other town, would you impute it to those two reasons?—No. I think we have been experimenting to some extent in Liverpool with regard to the more difficult class of child, and we find that if you take the child at an early age, it takes a long r time to find out how hopeless he may be. Before you find out and decide that it is an entirely hopeless case, so far as elementary education, reading, writing and arithmetic, are concerned, it takes a longer time, but with regard to the child—and the average age of these children in the last five years in Liverpool is about ten—as the school has only been at work five years, we cannot very well come to any decision as to results.

10679. As regards the admission of these children to the schools, or their exclusion on the ground of imbecility, do you think that you work on precisely the same lines that they do in London, or Birmingham, or Manchester?—Those who are quite hopeless are refused admission into the schools—some are refused because they are completely hopeless idiots, and then we attempt to get them into Winwick Asylum.

10680. I notice all your Tables about the Special Schools give the "number of children now on the rolls" and so on: "number of children who have since opening left" as being hopeless cases. Does that mean that they have been turned out because the law requires you to turn out imbeciles?—Yes, because the Education Committee of Liverpool refuse to spend money on hopeless cases. The law requires that.

10681. Do you think you work on precisely the same lines at Liverpool as they do at other places?—I should imagine we did. In Liverpool the Education Committee decided to take children at five years of age without asking for the grant, where mothers will allow them to come. We take them at five years of age, and some of these children when they come in can only say a few words, I believe many of these very young children require special education in the primitive forms of knowledge that a child acquires from babyhood. These children learn to talk in the course of three or four months, and make very great progress—even the children that can only say two words. I should advocate very strongly the admission of these children at an earlier age than is recognised under the Act.

10682. Have you any information that you can give us on the point which I put to the last witness, namely, have you heard much about imbecile or idiot children living in the homes of the poor?—Yes, that is really coming to light in consequence of the Special Schools. We are finding an enormous number of children that have been hidden away in the slums of Liverpool amongst the poor who are dreadful cases—in some cases three children in a family; so that really all our statistics upon this subject will not be accurate until every Educational Board has undertaken this work, and has examined into all the homes of the poor, enquiring for these idiot children.

10683. Can you give us any idea of the extent of the evil which you have discovered: for instance, for every child admissible to a defective school have you found another, or two more, who were markedly imbecile or idiot?—You mean in enquiring for the one, we have found the other?

10684. Yes?—Yes, we have.

10685. Would you say in that proportion, about?—I could not really give you any definite proportion. We have not yet examined all the children in Liverpool, because we can only provide for these children in certain districts, and until we have schools scattered all over the town we have not ferretted out all these cases.

10686. But it is a matter of very great importance to this Commission, and a very great difficulty; so we should be very much obliged if, without giving figures, you could express an opinion, in slightly more exact terms, as to the number of idiots and imbeciles that this investigation brings to light?—Of the 1,239 children examined, 3.3 have been rejected either before or after admission, and these are still living in their own homes, a hopeless burden to society. Some of them we have refused on account of their hopeless imbecility, and some on account of their unclean habits, and some on account of epilepsy.

10687. Is that, in your mind, an objectionable thing that should be put a stop to?—Highly objectionable, certainly.

10688. Do you think that it is so objectionable that measures ought to be taken by the State or the locality to clear these children out of their homes, and have them taken care of?—I do.

10689. You would strongly recommend that?—Yes, May I just explain one point that the last

Questions 10690 to 10720.

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witness was questioned upon, with regard to the difficulty of certifying these cases. I think some confusion really arises with regard to these children on this ground. I should divide them into two great classes: the abnormally defective-minded child, and the normally defective-minded child; that is, the normally defective-minded child is a child whom, if you pass him into another civilisation, or primitive condition of society, or at an earlier period of age than when you examine him, would be normal at that particular age; he is a defective child without being insane. There are a great number of abnormal children on the other hand, whom you cannot classify amongst any society of normal children at any age. That child is an abnormal child. He is very often a moral idiot, and he has got many of the stigmata of insanity about him, apart from defective-mindedness.

10690. Does the opinion that you have expressed that it is undesirable that these children should remain in the homes of the poor, apply to both of those classes? —Yes.

10691. Can you tell me, as a matter of fact, in Liverpool whether the families of the poor, respectable people not well off, find it easy to get their defective children taken care of by the Guardians or do the Guardians say: "It is your own child; you must keep it at home; it is your duty?"—No, we find we can get these children into the asylum. There is now a large asylum in Lancashire built for chronic cases.

10692. It is only for boys, is it not?—No, for cases of chronic insanity, but they have a large part of the building given up to boys who are idiot or imbecile. Girls are admitted at Rainhill. We can get these children into Winwick, if we can persuade the people to go to the relieving officer, but a large number of the more respectable people will not go to the relieving officer, because they come under the stigma of applying for Poor Law relief, and they lose their franchise.

10693. Supposing this feeling did not exist, there would not be enough accommodation in Winwick or in Lancashire for the poor who would want it?—No, I think not—certainly not.

10694. These children who go to Winwick are certified under the Lunacy Acts?—Yes.

10695. Consequently they are met with the difficulty that they are either pauper cases, or the parents have to pay 14s. or 15s. a week; a large sum per week?—Yes.

10696. So that even a working man earning £2 or £3 a week would have to make his child a pauper patient?—Yes.

10697. Do you consider that that is a serious obstacle to right steps being taken?—I think it is a very serious obstacle.

10698. What would you recommend should be done in the way of applying the Poor Law to these cases of parents of afflicted children?—I think the law should be more elastic with regard to the certification of these children; that when the State finds these children they should have the power, without the intervention of the Poor Law, of passing them, the worst cases into an asylum—and detaining the other cases in colonies.

10699. Would you say that the parent of an imbecile or idiot child should have the right to take it to the proper authority and say "Here is my child; it is not proper for it to be at home. I am a poor man; I will pay 5s. a week or such sum as the magistrate orders me to pay." Would you think that expedient, a proper thing?—Yes.

10700. So you would remove it from the Poor Law?—I would remove it from the Poor Law altogether.

10701. Speaking generally, do you think dealing with the afflicted is an appropriate part of the Poor Law, or would you like to see it in the hands of other authorities? —I would like to see it in the hands of other authorities.

10702. (*Mr. Greene.*) You told us just now that there was about, I think you said, 30 per cent. of the children that you saw who were feeble-minded or defective?—They were too bad for one cause or another—too defective to be admitted into the special schools in Liverpool.

10703. Between what ages would those children be—the 30 per cent.?—I could not really give it you. They are children of varying ages. I do not think we ever had children of more than fourteen years of age, but we have children down to five.

10704. What would be the fate of those children, do you suppose—would they have to remain at home under the best care that their parents can give them?—Yes.

10705. For how many years have you observed that 30 per cent.?—For the last five years. I have only been taking special interest in this work for the last five years.

10706. If they average 30 per cent. during five years that average might have been going on for a good many years?—Yes, I think we are dealing at present with that accumulation.

10707. If we are dealing with an accumulation of such a large proportion as that which is very nearly one in three, there must be an enormous number of adults who are hopelessly feeble-minded?—I should say so.

10708. Of course, that proportion would remain. It would be one in three of the adult population?—No, not one in three of the population; 30 per cent. of the defective-minded.

10709. But I wanted to get at the number of which that 30 per cent. is a proportion. How many children have you?—I could not give you the correct figures; it is only guess work.

10710. There would be in your judgment a very large number—an immense accumulation of defective adults?—I think so.

10711. What would you suggest for the treatment of them, because if this Commission is to make suggestions it may have to make suggestions in reference to dealing with the *status quo*, and dealing with these numerous adults that are now in existence?—I suppose a large number of those are found in our jails and workhouses. I think they ought to be certified, and put into industrial colonies under permanent care.

10712. (*Dr. Donkin.*) In the last paragraph of your written evidence with regard to the prevention of the marriage of defectives you say: "Nothing less than sterilisation, in the absence of permanent control, is required, and this was resorted to in the above instance." Can you tell me under what authority, and for what object, sterilisation was performed?—It was because in this particular case this young girl had, in spite of having to undergo one of the most serious operations in surgery twice, on a third occasion come in in the same condition. It has been discussed very fully among some of our medical scientific societies (I did not perform the operation so that I am not morally implicated) as to whether this was a justifiable proceeding on the part of the surgeon who saw her on the last occasion. I think that the consensus of opinion was that it was. It was done in order that this might not occur again.

Vide page 617.

10713. It was distinctly for preventive purposes?—Yes.

10714. Openly done under medical authority after consultation?—Yes.

10715. Was there any hostile criticism, other than medical?—No, none whatever.

10716. That, I suppose, is all you know about this matter, or are you prepared to give an opinion?—No; that is all I know about it.

10717. (*Mr. Loch.*) Does it come to this that in the special classes admission tends to become more and more the admission of children who fail to benefit by the public elementary education, but are not far below that line?—I think it will be the case as time goes on more and more. At present we are teaching the young for the first time, and at present we are dealing with an accumulation of these cases. I think as time goes on we shall be dealing with a less number of these bad cases, and a larger number of the better cases.

10718. And if there were machinery available for dealing with the worst cases, you would use it, in preference, now?—At once, yes, certainly.

10719. The fact is there is no machinery available?—The fact is there is no machinery available.

10720. In that case the special class will become more

and more a sort of appendage to the educational system of the country, and less and less a place for dealing with the lower imbecile ?—I think it would still have to deal with that, because altogether apart from the congenitally defective-minded child, cases arise sporadically altogether independent of any hereditary influence. For instance, in examining a large number of children in Liverpool I find one very considerable cause of the defective-minded child was that it was the child of a worn-out woman; it is the last child in a very long family. That I should say accounted for about 30 per cent. It has been made out by other observers to be as much as 37 per cent.

10721. Do these children come within the category of imbecile, or slightly imbecile ?—Yes, some of them are too bad to accept at the Special Schools.

10722. Then they would, according to your desire, go to an institution rather than a Special School ?—The worst of them would.

10723. But it would still remain, would it not, that the better class who might, with a little difference, pass into the normal classes of the public elementary school, would form the greater proportion of the special class pupils ?—What I find in my five years' observation in Liverpool is that it is extremely difficult—in fact, I think it is impossible—to decide by two or three examinations of a child as to how far it is amenable to ordinary elementary education. Those children who appear to be brightest, and offer the greatest hopes, turn out the most hopeless cases. Some of them are congenital idicts; some of them are accidentally defective children, they either from accident, at birth or afterwards, become defective. These children are bright and interesting, but as time goes on they are unamenable to any education, and worse than some of the definitely congenitally defective children. Although the inspector may come and say: "Why have you got this wretched idiot here ?" that child may turn out in the course of time a very very great improvement upon the brighter child, and be quite worth while training, as long as you take charge of him afterwards.

10724. Then you look upon the school as a kind of trying time, since some of them may pass into the elementary schools, but you could not find out the facts with regard to many until after a period of observation ?—No, I am sure you cannot; I am sure that is quite impossible.

10725. So that you would use the class for that purpose as well as a sort of supplement to the educational system ?—I would.

10726. What would you propose as the best way of transferring the child at the age of ceasing education—would you have the institutions under another body which would receive the child: such as a colony, whatever it would be ?—The County Council; that is, when he gets into a colony.

10727. And you would also have them sent out earlier than that age if necessary ?—Yes, those are the ones that could be committed under the present Act to Asylums. Then there is the class of child who either through being in a very bad environment at home, or through being morally defective have to be taken charge of the whole of their lives, I mean the whole of the twenty-four hours, of their educational life. Those I should certainly commit to boarding schools for the purpose.

10728. At the very first ?—At the very first.

10729. (*Dr. Dunlop.*) With reference to that case where cæsarean section was performed three times, what was the operating surgeon's reason for removing the ovaries at the third operation?—Because the girl could not be permanently detained under any existing Act, and a similar experience would probably have been fatal. They took the social view of it as well.

10730. What I wanted to know was what was the predominant reason: was it to save the mother from undergoing at another time this risky operation—was that the primary one ?—Yes, that was the primary one.

10731. And the idea of saving the production of another child was quite a secondary and minor consideration ?—Yes.

10732. It was done for the mother's sake ?—For the mother's sake, as a precautionary measure.

10733. You have had considerable experience in the Special Schools. What are the functions of them ? Am I right in gathering what you say: diagnosis is one of the big functions ?—One of the functions.

10734. The second is the care of the children during the day time ?—Yes.

10735. For that function is it necessary to have experienced teachers ?—I think so—very experienced teachers.

10736. Would nursery maids not do ?—No.

10737. Simply to take care of the children during school hours ?—The defective child requires the best teacher.

10738. We are not talking about teaching at the present moment. The great function is keeping them out of mischief during the day time, which could be done without very special, highly educated persons ?—I think you require specially trained women, even to care for them in crèches. You might go further and have crèches for these defective children and have specially educated women to take care of them in these crèches.

10739. I was leading up to that. Would not crèches serve the purpose ?—They would, if you take them at an earlier age.

10740. Up to twelve or fourteen could not you keep them in modified crèches ?—No.

10741. You would prefer to have them under certified teachers at those ages ?—Yes.

10742. What is the result of this teaching in the Special Schools ?—As I have pointed out in my evidence, the time has not gone by sufficiently to judge properly of results. The average duration of teaching in the oldest school at Liverpool—the school which has been going on for five years—is only two years, and until we have had a large mass of children that have undergone nine years of teaching we cannot really speak definitely of results.

10743. The Liverpool experience does not go that length yet ?—It has not gone that length yet.

10744. Your schoolmistresses in these statistics state that something like one-third could become wage-earners. Do you personally think that it is a true statement ?—I do not make myself at all responsible for what the teachers say.

10745. I would like your personal opinion ?—I think a very small proportion of them can become independent citizens earning their own living and with advantage to the State.

10746. Probably not 1 or 2 per cent. ?—I should say more than that.

10747. The experience in London does not point to much more. Perhaps you are not aware of that ?—No, I am not aware of that.

10748. You would not corroborate the statement of Miss T. M. James: "The success of the Special School is unquestionable" ?—No, I would not question that; I think it has been very valuable indeed.

10749. But in what does the success lie ?—The success lies in the teaching. A large number of these children are now in the second and third standards. They have all improved morally to a very large extent. That is one of the most fruitful sources of education in these schools—the moral teaching and the moral influence. These children have undoubtedly improved vastly in that direction. I think the teaching itself for a large number of these children is altogether wrong; for a large number of these children the teaching of reading, writing, and arithmetic is an entire mistake; these children should be taught through their hands rather than through abstract knowledge.

10750. Possibly you may agree with me that "unquestionable success" is a term you might use if you took these feeble-minded children and educated them up to a point at which they could defend themselves and support themselves; but experience has not shown that ?—It is a comparative term. I think that that teacher has had unquestionable success if you take the school that she has had to deal with, and the children that she has had to deal with.

Questions 10751 to 10784.

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10751. "Some success" would be better rather than "unquestionable success" ?—No, I should not question the sucess.

10752. Although 90 per cent. of the children are not cured and will require permanent care and treatment ?—I think a large number of them will. You cannot ask a teacher to make them normal children; that is impossible.

10753. As regards the success of special classes, and their functions, from what you were saying just now, they do not cover all congenital cases, do they ? The highest class of congenital defect is excluded—the merely backward ?—No, we have the slow—the normal child who is slow and backward for his age.

10754. The dull and backward child is especially excluded in the Act, is not he ?—When I say that, I mean to say he is a child who at ten years of age has the brains of a child of six or seven.

10755. That is the dull and backward child, is he not ?—No, he is more than dull and backward; I think I used the wrong expression when I said dull and backward.

10756. Imbecile children are nominally excluded but not practically, are they ?—How do you define "imbecile" ? We have the child that is defective on normal lines and the child that is defective on abnormal lines.

10757. Who will never be able to earn their own living ? — They come under both classes.

10758. There are a large number of imbeciles in the classes at the present moment ?—Yes.

10759. They are not being successfully dealt with; that is impossible ?—I am quite sure a very large percentage of them ought to be permanently cared for.

10760. I see in your statement *vide page 617*, (*col. 2*) you seem to draw a hard and fast line between moral imbecility and mental imbecility. You say "Extension of power is required for those children who are morally defective." You do not allow moral defect to exist where there is no other defect ?—They both go together.

10761. And moral imbecility is not a prominent form of imbecility ?—It is the most prominent form in some cases of defective-mindedness.

10762. A form of imbecility in which the moral defect is conspicuous ?—Yes.

10763. (*Dr. Needham.*) There is provision in the County of Lancaster for idiots and imbeciles ?—I only know of that particular part of Lancashire in the neighbourhood of Liverpool, and until some few years ago a considerable number of these idiot children found their way into the county asylum at Rainhill, but since Winwick asylum has been built and opened to receive cases of chronic insanity, they deal with cases of imbecile and idiot children.

10764. Have they got accommodation at Winwick for both sexes ?—I believe so.

10765. In the idiot annexe—you know they have an idiot annexe at Winwick ?—Yes.

10766. Are you aware that they have only accommodation for male idiots ?—No; I thought they had accommodation for both. It has just happened that it has been boys I have sent. In fact the boy idiot is in much larger numbers than the girl idiot. *

10767. Do you find in experience that the parents of these children are willing to part with them, and allow them to go under some kind of care where they can be looked after ?—Some have a strong objection to parting with them; others are so overburdened that they would willingly part with them if it were not for the intervention of the poor law

10768. Do you think if there were an amendment of the law which provided for these children being dealt with in industrial colonies, that there would be much opposition on the part of the public who have children in that event ?—I think in some cases there might; in some cases we have found mothers having had notice to bring children for my examination who have told us that this is the first idea that they have ever had of the child not being perfectly normal; yet the child has been very defective indeed.

10769. There might be individual objection but would there be a general objection ?—I do not think so.

10770. Do you think parents would be willing to allow their children after they have got to adult age to be still taken care of, or do you think they would want to take them away as bread-earners ?—I think very possibly in many cases.

10771. There would have to be some compulsory power of detention ?—I am sure it ought to be so.

10772. As regards sterilisation, do you think that it is a practical remedy ?—No, I am not at all prepared to say that it is.

10773. Then you are of opinion that a large permanent provision should be made for these children in industrial colonies ?—Yes.

10774. Because you could not let them loose into the world ?—Quite so.

10775. (*Mrs. Pinsent.*) Do you not think that as well as compulsory powers of detention you would have to have compulsory powers on the lines of the Deaf and Blind Act to compel parents to send their children to asylums, or to an institution ?—Yes. In this case it would have to be more extended powers, if it were for permanent detention.

10776. The question of permanency might have to be left to a later age, might it not ?—It might; in the meantime the parents of the country would become more and more educated to the whole question; still I think compulsory powers with regard to permanent control are very much required.

10777. I wanted to know whether you do not find many cases in your experience of parents who would be very unwilling to send their children away to, say, a boarding school for mentally defective children, or to an asylum, and they would be obliged to be compelled ?—The question has only arisen in my case with regard to an asylum. Undoubtedly in several cases the mothers have objected.

10778. Probably in cases where the mothers themselves were of a rather low grade of intelligence ?—Quite so.

10779. Therefore, no Act would be complete which did not give compulsory powers on the lines of the Deaf and Blind Acts ?—No.

10780. There would be no more hardship in compelling a parent to educate or train its imbecile child than there is under the Deaf and Blind Act ?—Quite so

10781. (*Chairman.*) In your statement (*vide page 617, col. 2*) you say: "The children educated in the Special Schools who, on arriving at sixteen years of age, are found to be too defective morally, or mentally, to lead the life of an ordinary citizen should be committed to industrial colonies either permanently or until such improvement has been made that they can be given their freedom under protection." I do not quite understand what you mean by "given their freedom under protection" ?—I mean that the institution should provide protection for them and watch over them after they have left the colony, if they do improve sufficiently to leave the colony.

10782. Something in the nature of a boarding-out Committee ?—Yes.

10783. You do not mean protection at their own homes? —No.

10784. I think that is all, unless you have anything you wish to add ?—No, thank you.

* *Vide* Q. 10692.

John J. C. TURNER, Esq., called; and Examined.

10785. (*Chairman.*) You are Superintendent of the Eastern Counties Asylum ?—Yes.

10786. The evidence you give is on behalf of the Asylum ?—Principally on behalf of it.

10787. You have been so kind as to give us a statement of your evidence, and also the answers to the questions which are asked. May we put that on our notes ?—Certainly.

STATEMENT OF THE EVIDENCE PROPOSED TO BE GIVEN BY JOHN J. C. TURNER, ESQ., ON BEHALF OF THE EASTERN COUNTIES ASYLUM FOR IDIOTS, IMBECILES AND THE FEEBLE-MINDED.

Colchester.

This Institution was started on the 1st February, 1859, principally for the idiots and imbeciles residing in the four counties of Essex, Suffolk, Norfolk, and Cambridge.

The asylum was for some years before 1859 carried on as a branch of the asylum now located at Earlswood and its constitution is modelled generally on the same lines as that institution.

But in addition to allowing twelve patients to be re-elected for life we have also allowed patients to be re-elected for additional terms after their first terms had expired and our present number includes those who have remained with us as follows without having to leave the institution:—Twelve for twenty years and upwards; ten for fifteen years and upwards; seventeen for ten years and upwards. I fully agree with the evidence in chief sent in by Dr. Caldecott, and I would like also to emphasise the fact that we have always received the class of patient that it is now the fashion to designate as feeble-minded, and quite in the early history of this institution a girl was admitted for five years and was so improved that at the end of the term she went out as a servant, afterwards married, and brought up a family, all the children being of normal intellect.

From 1870 downwards other patients have been discharged who have since been earning their living.

REPLIES TO QUESTIONS PUT BY THE ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED. SUBMITTED BY JOHN J. C. TURNER, SUPERINTENDENT AND SECRETARY.

July 11th, 1905.

1. What was the date of the foundation of your Institution, and what is its full title ?—(*a*) 1st February, 1859. (*b*) "The Eastern Counties Asylum for Idiots, Imbeciles, and the Feeble-minded."

2. What were the precise objects for which the Institution was founded ?—The 11th Rule, which is one of the original rules, and has never been altered, states: "The design of this charity shall be not merely to take idiots and imbeciles under its care, but especially by the skilful and earnest application of the best means in its power to educate and prepare them as far as possible for the duties and enjoyments of life."

3. Has any modification or alteration in its constitution and objects been made since its foundation ?—None whatever, either in constitution or objects. The only addition has been to add the words, "and the Feeble-minded" to the title, which was done, at the annual meeting on 30th April, 1900, by the unanimous consent of the subscribers, as it was felt that the higher grade imbeciles already in the institution could more appropriately be designated as "Feeble-minded," and that it was a less objectionable term to apply to improvable cases seeking admission.

4. Do you admit (*a*) both sexes (*b*) adults and children and at what age ?—(*a*) Yes. (*b*) Yes. (*c*) Election cases from five years of age upwards. Payment cases at any age.

5. By what method is admission to your Institution obtained ?—(*a*) Election by the votes of subscribers. (*b*) By private payment, independently of election. (*c*) By payment from Boards of Guardians.

6. From what district do you draw your inmates ?—(*a*) Election cases are drawn from the counties of Essex, Suffolk, Norfolk, and Cambridge. (*b*) Private payment cases and Board of Guardian payment cases from all parts.

7. Is your Institution subject to the control or supervision of any, and what, public authority ?— (*a*) The Institution is managed by a Board of noblemen and gentlemen (of which the Marquis of Bristol is chairman) connected with the eastern counties, who give their services gratuitously. (*b*) The Institution is under the control of the Lunacy Commissioners, and has since 5th February, 1887, been registered in their books as an Institution "for the care, education, and training of idiots and imbeciles." Previous to that time it was a licensed house under the Lunacy Act for the reception of idiots.

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8. In what manner and at what period is that control or supervision exercised ?—(*a*) All notices of admissions, discharges, and deaths, have to be sent to the Lunacy Commissioners, as provided by the Idiots Act, 1886. (*b*) Under this Act cases are allowed to remain until twenty-one years of age, and for any case remaining after this age written permission must be obtained from the Lunacy Commissioners. (*c*) The Commissioners have power at any time to discharge any patient from the Institution. (*d*) The Commissioners are obliged to make one official visit a year, and can make as many others as they wish.

9. How many persons of both sexes have been admitted to your Institution since its foundation, and what was the average age at admission ?—Seven hundred and sixteen males and 470 females have been admitted since the foundation of this Institution. Total, 1,186. The average age at admission is: for males, 15·07; females, 14·05; total 14·67.

10. What has been the average annual number of your inmates, male and female, adults and children, during the last ten years ?—The annual average number of the inmates during the last ten years has been 246. I am unable to give the male and female, adults and children, averages separately.

11. How long do you retain the inmates in your Institution ?—Up to last year the inmates were elected for five years, and eighteen months previous to their term of five years having expired, they were allowed to be put up for re-election, so that in a good many cases they were re-elected without having to leave the Institution. (*b*) Dating from October, 1904, the term of election was increased from five to seven years. (*c*) Twelve cases are also allowed to be re-elected for life and the life elected cases are always kept up to that number. (*d*) Payment cases are admitted for as long as the friends may desire, or until they have been sufficiently improved to be discharged.

12. What authority and what considerations determine the occasion of their discharge ?—If the patients fail to get re-elected and there is no room to retain them in the Asylum, they are removed by their parents until such time as they can be re-elected. The Committee, however, are usually willing to allow a patient to remain pending election when there is room in the Institution, and, as a matter of fact, a good many of them do remain. Should a case, however, become insane it would be discharged by order of the Board of the Asylum, as provided in the rules, and the same authority would order the discharge of a patient sufficiently improved to earn his own living.

13. Are the inmates on admission bound by themselves or through their relatives or guardians to remain in the Institution for any, and what, stated period ?—No. The bond of an inmate, even if taken, would be of no legal value, and I consider that parents have a right to remove their children whenever they wish to do so. In one or two instances the parents have considered their children too intelligent to remain, and we have always allowed them to be removed. There is no bond given by the relatives or guardians for any case to remain in the Institution for any stated period, but speaking generally, the friends are only too glad to have their children educated and taken care of for the period of election and longer. A guarantee is taken from one of the parents and two individual householders to remove each patient at the end of his term of election, or at any previous time, if required by the Board to do so.

14. What are the numbers of the staff of your

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Institution: (*a*) managing; (*b*) medical; (*c*) nursing; (*d*) teaching; (*e*) general servants; (*f*) and what is the average annual cost of each branch of the staff?—(*a*) managing, nine, including secretary's four clerks; (*b*) medical resident attendant, one; (*c*) attendants and nursing, thirty-six; (*d*) teaching and industrial trainers, fourteen; (*e*) general servants, twenty-one. I am sorry that the average annual cost of each branch of this cannot be given, as the cost is not kept separately.

15. Do you admit to your institution: (*a*) epileptics; (*b*) idiots; (*c*) imbeciles; (*d*) feeble-minded persons?—(*a*) We only admit idiots and imbeciles who are epileptic when it is considered that there is a reasonable probability of their outgrowing the fits, cases of confirmed epilepsy being considered ineligible. As a matter of fact, we have twenty epileptics at the present time. (*b*) Yes, we admit idiots. (*c*) Yes, we admit imbeciles. (*d*) Yes, we admit persons of feeble-mind, but only on a certificate of imbecility, and my experience is that if a medical man fills in a certificate that a patient is "feeble-minded," and it is explained to him that this is not a legal term, and that the word "imbecile" must be used, there is no difficulty in getting the same medical man to certify the same case as "imbecile."

16. How are the various degrees of mental defectiveness classified in your Institution, and by whom is the classification arranged?—We classify our inmates according to age and mental capacity, and the classification is arranged by the superintendent and medical attendant in conjunction with the heads of departments under whom the patients are placed. It is often necessary to move patients from a lower grade to a higher grade as their intellect develops.

17. What is the proportion of the present number of your inmates in each class and of each sex?—

	Males.	Females.	Total.
Idiots - -	50	41	91
Imbeciles - -	71	30	101
Feeble-minded -	52	17	69
	173	88	261

18. Is the family history of each inmate ascertained before or upon admission to your Institution?—A few general questions are put in the form of application, such as "Whether there is any history of insanity, idiocy, tuberculosis, etc." in each family, but the parents are very reticent in giving such particulars and one cannot always depend upon their replies. I have no statistics of family history that would be of use to the Commission.

19. Are statistical records kept of the origin and development of the mental defectiveness of each inmate, and how often, and by whom, are such records made?—No. A school register was started, but it was found in many cases that the progress was slow and it was dropped. The case books which are necessary to be kept under the Lunacy Acts were not required under the Idiots Act, and in this Institution they have been dropped.

20. Is the history of inmates subsequent to their discharge from your Institution ascertained and recorded, and, if so, how is this done?—It is very difficult to keep a record of the subsequent career of inmates discharged from our Institution. The following is taken from my Report for 1904, page 41:—"I have recently made some enquiries from the parents of those patients who have been discharged during the last ten years. Seventy-eight forms were sent out and forty-five replies returned, which included fourteen who were dead, and thirty-one living. Of the latter two are earning their own living, three are earning respectively 8s., 7s. and 4s. per week, whilst six are said to be very useful in domestic work and in various other ways. Of the remainder four were in county asylums and two in workhouses. It is satisfactory to know that general benefit has been received from the treatment in the Asylum, and it is a pleasing feature to note the gratitude expressed in many of the replies."

21. Are the inmates periodically examined by non-resident specialists in mental pathology, and, if so, how often, and by whom?—Our inmates are not examined by non-resident specialists.

22. Are different methods adopted in the general treatment, control, and education of inmates, mentally defective in varying degrees?—Yes. Each inmate is treated separately, according to his or her requirements

23. What are the methods adopted in your Institution for housing, educating, and employing the inmates, distinguishing between males and females, adults and children?—(*a*) Each inmate has of course a separate bed, and they are classified as far as possible both in their day rooms and dormitories, according to age and ability. One dormitory is set aside for the small boys who belong to the higher grade, and another room for those who need more constant supervision, and in this latter room the night attendant is always on duty. The dormitories contain from ten to thirty beds and small rooms are also provided for four or five patients when it is thought that such classification is needed. The helpless and hopeless cases, both children and adults, are provided for in a separate building, and are under the care of nurses. In this building there are two night nurses always on duty. (*b*) The schools and workshops are situated in a separate building (connected with the main building by a corridor) the top floor of which is divided into class rooms for boys and class rooms for girls. Lessons are given to both sexes in reading, writing and arithmetic, singing, imitation, colour, musical drill, and the value of coins. The girls are also taught needlework, basket-making, rug making, knitting, and other fancy work. (*c*) The adult males are likewise taught mat-making, sash cord making, brush making, shoe-making, tailoring, basket-making, wood-carving, and carpentry, and they are also employed on the farm and in the garden, in housework, laundry-work, knife and shoe cleaning, and as messengers. (*d*) The adult females are regularly employed in kitchen and housework, and in assisting with the young children. The numbers so employed can be given if wished.

24. What was the original cost of the foundation of your Institution?—The building was purchased for £7,500, the owner giving £2,500 of this as a donation, so that the original cost of the building to the Board of the Asylum was only £5,000, although it had cost £12,000 to build.

25. Has any subsequent capital expenditure been incurred, and, if so, to what amount and for what purpose?—(*a*) A considerable capital expenditure has since been incurred, amounting to £46,949 12s. 8d. in enlargements and improvements, including the following: An annexe has been built for the helpless and hopeless cases; a steam laundry provided; a farm of thirty-two acres purchased; six acres of accommodation land adjoining the asylum bought; a seaside house with accommodation for fifty patients and the staff has been provided; a block of schools and workshops has been built. The seaside house, the original cost of which was £3,000 and the Peckover Schools, which cost upwards of £6,000, were the gifts of individual donors, whilst the general enlargements and additions have been paid for by special donations from friends of the asylum.

26. What has been the amount of the average annual income of your Institution for the last ten years?—For current purposes, £9,276 19s. 10d.; for enlargements, £1,170 5s. 7d.; for endowments, £2,378 2s. 5d.; Total £12,825 7s. 10d.

27. From what sources is the income of your Institution provided?—Our income arises from:—(*a*) Charitable contributions, (*b*) Dividends from invested capital, (*c*) Payments for patients.

28. Are the site, land, and buildings of your Institution the freehold or leasehold property of your Governing Body?—All our land and buildings are freehold.

29. Do the inmates or their relatives or guardians make any contribution towards their maintenance?—Yes. Those elected by the subscribers contributed last year (1904) £227, the payments varying from 6d. per week to 5s. per week.

30. Does any public authority make any, and what, contribution to the funds of your institution?—No. We get no subsidy from any public authority beyond an occasional annual subscription from one or two Boards of Guardians.

31. Do the inmates by their own work, and if so, of what nature, and to what extent, contribute towards the maintenance of the establishment?—Yes. last year (1904) the sale of patients' work such as mats, brushes, and brooms, baskets, and wood carving, amounted to £56 17s. 10d. In 1903 the sum was £93 1s. 7d. All

the material is charged but no wages, and the Asylum is supplied with the goods at cost price.

32. What has been the average annual expenditure for the last ten years?—Average annual expenditure, £8,318 3s. 2d. Special expenditure including enlargements and additions, £2,575 10s. 5d.

33. What has been the average annual cost per head (*a*) of maintenance (*b*) of education, of the inmates for the last ten years, distinguishing between males and females adults and children?—The average annual cost per head for maintenance and education cannot be stated separately nor the cost of males, females, adults, and children, but the average annual cost per head per patient for the last ten years is £33 15s. 3d., or 12s. 11¾d. per head per week.

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STATEMENT OF EXPENDITURE

With the weekly cost per head calculated on the average number of Patients,

For the Year ending 31st December, 1904.

	Average Weekly Cost per Head. s. d.	s. d.	£ s. d.	£ s. d.
Housekeeping and Provisions	3 8¾		2,448 18 6	
Fuel	9¼		506 4 2	
Gas and Electricity	3		159 14 6	
Water	1¾		95 15 0	
Drugs and Medical Appliances	¾		41 0 6	
Rates, Taxes, and Insurances	7		389 4 2	
Clothing	10¼		568 16 9	
Uniform for Attendants and Servants	1¼		67 11 4	
House Linen, Bedding, &c.	1¾		96 11 1	
Earthenware	½		28 8 6	
Laundry Expenses, including Wages	5¾		309 4 10	
Repairs of Premises	5		275 14 3	
Repairs and Renewals of Furniture and Machinery	5½		303 8 11	
Garden and Grounds, including Labour				
Less Produce of Garden received	1½		81 2 11	
Salaries and Wages at Asylum	2 10¼		1,883 6 11	
Asylum Printing, Stationery, Postage & Advertisements	½		25 8 11	
Farm Account				
Less Produce received	¾		46 17 5	
Crossley House	11¼		612 18 11	
		12 0¾		7,940 7 7
Administrative Charges. Office Salaries	1 3		818 13 0	
Fuel and Gas at Office	¼		6 15 9	
Printing	¾		40 19 6	
Postages	1¾		90 12 11	
Cost of Reports and Subscribers' Lists	2¼		125 17 3	
Postage of ditto	¾		40 16 11	
Stationery and Account Books	1		55 8 3	
Advertisements	2		104 13 2	
Elections, Public Meetings, &c.	2		118 3 8	
Printing and Postage of 16,000 Voting Papers	¾		47 3 1	
Fee to Auditor	¼		15 15 0	
		2 2¾		1,464 18 6
		14 3½		9,405 6 1
Average number of Patients resident during year			253	
Average weekly cost per head calculated on the above expenditure			s. d. 14 3½	

10788. (*Mr. Loch.*) On page 623 (col. 1), you refer to the question of admission by election by votes of subscribers, by private payment independently, and by payment from Boards of Guardians?—We have these three classes of patients.

10789. With regard to the Boards of Guardians, do you find that a large sum reaches you from that source?—We have two payments, a payment for the Eastern Counties Boards of Guardians, which is really under the cost; it has hitherto been 12s. a week; and we have a payment for Guardians who are out of the counties when we have sufficient room to take them; that is 15s., which is sufficient to cover our cost. Our average cost is about 14s. a week.

10790. Would there be a great grievance if all paid the same sum?—I do not think there would. It was only just to give a little advantage to the Eastern Counties Guardians. The reason why my Board agreed to do that was this: We have some cases who cannot come on our election list because of an initial rule that all cases who are in receipt of parish relief are ineligible for election. We have several ladies in the Eastern Counties who take a great interest in our Institution, and raise a great deal of money for it. They will very often come across cases who are in receipt of a parish allowance. We have been obliged to say we cannot take such a case by election because it is in receipt of parish relief. They say: "Then will you take it in if the Guardians pay for it?" That became rather acute in one or two cases, so in order to assist what we thought were very deserving cases we agreed to set aside a certain number of beds for cases from Boards of Guardians.

10791. Of your income how much comes from these cases?—I should say from £1,500 to £2,000 a year, roughly speaking.

10792. How many patients would you have?—I think we have about fifty; at the present time we have 300 beds; we have about 266 to-day.

10793. Fifty out of 266?—Yes.

10794. Do you find, as years go on, the Guardians are more anxious to obtain admission for these cases?—Yes, I receive no end of applications from Boards of Guardians throughout the country.

10795. Is it the cost that is prohibitory?—No, but our accommodation is limited.

10796. You have vacancies now?—Not for Boards of Guardians cases.

10797. You have, as it were, to keep the balance true between other cases and Boards of Guardians cases?—Yes. A large part of our income is derived from voluntary contributions and the Ladies' Association I mentioned just now brings in a contribution of £3 000 annually. We must provide a certain number of vacancies every year

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by election. This year we are electing forty-five cases, twenty-five in April and twenty in October.

10798. Practically may one say that your accommodation as available for Boards of Guardians is limited to perhaps forty-five to fifty cases?—About fifty cases.

10799. Take the next class, by private payment independently of election. What does that mean in the way of numbers out of the 266 in the asylum?—About forty-five private payment cases.

10800. About the equivalent of the number from the Guardians?—About the same. The balance would be about 160 or 170. We had 260 beds; we were bound by bye-law to keep 160 for election cases.

10801. You are bound by bye-law to have 160 available for election cases and practically another 100 for the two purposes, Boards of Guardians and private patients?—Yes.

10802. Do you charge more for your private patients, the (b) cases?—Yes.

10803. What do you charge?—The ordinary payment is £60 a year. We have, I am bound to say, a good many cases between £35 and £60 a year—about forty, perhaps. In the Eastern Counties there are several cases of children of farmers, perhaps, and others upon whom the burden of an idiot child presses rather heavily, and we have felt that it was quite as much charity to take them at practically cost, or in some cases under the cost, as it was to admit a case free.

10804. Those would come in under the second class?—Yes, they would come under the private cases.

10805. Does that include clothing?—Yes, in every case. In the case of the Boards of Guardians we make a charge for the outfit, if we supply it, or we allow the Guardians to supply the outfit themselves, but we always keep the clothing up.

10806. Then you are financed in those three ways, and you get from the Boards of Guardians, say, about £1,500 to £2,000, and you get from the election class, subscribers *bona fide*?—£3,000 a year from the ladies, another £2,000 a year annual subscriptions; £1,200 from invested capital; and from private and pauper payment patients £3,000 to £4,000 a year. We do not divide them in the accounts.

10807. I want to separate them in order to get an idea as to the claims on you. Are you satisfied with this rather complex method of maintaining the Institution, or do you find that in fact it is rather difficult to finance it?—Our expenditure has been a growing expenditure of late years, as we have taken more cases in, and there is always a certain amount of difficulty in getting the annual income; for instance, there is a great deal of effort needed in order to keep up the work of our Ladies' Association which collects small sums from the poor, from a penny upwards. There is a good deal of work necessary in order to keep the branches up to the mark. I am afraid we have reached the high-water mark with £3,000 a year.

10808. Do you think that this system has led to your doing your work economically, whereas if you had had a greater sum at your disposal less thought would have been given to carefulness?—Undoubtedly. If you have to get the money before you spend it that conduces to economy.

10809. As to the Boards of Guardians, have you any reason to believe that this number that you deal with is small even in the Eastern Counties as against what might be dealt with if there were accommodation?—Yes.

10810. What would you say should be dealt with in the Eastern Counties alone if there was accommodation; I am speaking of poor cases solely at the moment; cases that apply to the Guardians?—We know that according to the last Census returns there were between 3,000 and 4,000 returned as idiots, imbeciles and persons of feeble mind. We know that 1,000 of them, roughly speaking, were under fifteen years of age. I should think myself that one-third would be Boards of Guardians cases.

10811. That is, there would be a thousand more to be dealt with?—I should think there would be a thousand who might come under the Poor Law in Norfolk, Suffolk, Essex and Cambridgeshire.

10812. And, coming under the Poor Law, might be dealt with in an institution like yours?—Yes, if there were accommodation. The Guardians do not care to have them in the workhouses now. They transfer some of them to the lunatic asylum.

10813. With regard to the Guardians, suppose there were a question of some suggestion with a view to future organisation, would this meet your views: that there might be a system of payment such as now prevails in the cases of Guardians to institutions like yours and to others managed partly by voluntary effort and partly supported in this way?—Yes, the only thing is you would want a very much larger institution than we have.

10814. Suppose, taking the Eastern Counties, you doubled the institution accommodation on the understanding that the payment of the Guardians was at a certain rate which covered all expenditure?—Some years ago we were asked by a Board of Guardians down in Norfolk whether we would undertake, if they found the money, to build an annexe strictly for the Norfolk cases. My committee considered it, and had to come to the conclusion that at that time at any rate they could not undertake it; they thought they had quite enough work to do to look after those that were not really paupers; that was before we took pauper cases at all. Since then we have taken pauper cases, as I explained, to meet a want.

10815. With a view to the future, I am talking of what might be done with that policy of taking the cases. Would you say there might be, under the new conditions of a greater demand which evidently is arising on the part of the Guardians, the possibility of creating another institution like yours, on the payment system for Boards of Guardians, in such a way as to meet the demand for the Eastern Counties?—Yes, it might be done in that way, or it might be done by a separate institution for the combined counties, leaving our institution to deal with those above the paupers.

10816. Do you find any difficulty arising owing to your taking different grades in the same institution?—No, but it was thought there might be a sentimental objection. We classify them as well as we possibly can. We classify them principally according to their mental ability.

10817. If there were an alternative scheme such as you suggest for dealing with those who are now paupers, would you have it on a County Council basis?—I think so. I think the County Council are the proper people to deal with it.

10818. You would wish your institution to become in the nature of an institution rather for the better class paying and charitable cases, and you would leave this large demand of the Poor Law to be met by the Councils?—I do not think it would be adequately met unless it was met in that way.

10819. Would the fact that these institutions were established and received grants from the public bodies that supported them affect your subscription list?—Undoubtedly.

10820. Would you find therefore that your subscription list went down so far as that large sum which you now get from the Ladies' Committee is concerned?—Yes, I think in all probability it would be very much reduced, if not altogether done away with. In telling you what my opinion was I was not altogether thinking of my own Institution, but what would be for the general good. Our Institution has been built by voluntary contributions; it is partly maintained by voluntary contributions, but any money that we want, to bring the Institution up to date, we have to beg for, and the payments from the Boards of Guardians do not in any way recoup us for that, it is simply that we have got a certain number of beds which we have been able to place at their disposal; they do not pay anything beyond the actual cost; do not pay any initial charges.

10821. Your Institution has taken the lead in this matter more or less. It seems to me a question worthy of consideration whether the introduction of this system with regard to the larger number, as it would appear to be, of borderland cases would not react on the question so as practically by degrees to deprive them of their voluntary support?—I think it would. In all probability people would find they could more easily get them in through

Boards of Guardians, and they would not care to subscribe to a voluntary institution. I think it would have an unfavourable effect that way.

10822. I take it for granted that you are strongly of opinion that the voluntary system tends to economy?—Decidedly.

10823. May I put before you the alternative of starting several institutions on lines like yours on a voluntary basis associated together for the Eastern Counties, receiving, if necessary, grants, but receiving payment in the case. Are there strong reasons against that?—I do not think we would get sufficient money in the Eastern Counties to do it. We have had considerable difficulty in getting money for special purposes; money is very tight in the Eastern Counties just now, and I am afraid it is in other places.

10824. What would your view be of associating your own institutional work with other institutions of this type, whatever line may be adopted as to their finance?—That is the difficulty. It is one that I have not at present fully thought out. Some time ago the Lunatics Committee of the Essex County Asylum, the Asylum Committee really, approached us, and they said they had in their county asylum at Brentwood fifty or sixty idiot children which they wanted us to take and to train. The difficulty was that we could not put sufficient beds at their disposal. We had a conference on the matter and reluctantly came to the conclusion that it would not be possible to assimilate the two systems. Ours is really an election charity, and theirs for cases passed on by the Boards of Guardians or in other ways. The difficulty was to work the two systems. That is what I feel now. I quite see your point.

10825. Why should not the Asylum itself receive a grant from the County Council? No doubt that might affect adversely its voluntary funds, but it would affect the voluntary funds only and it would bring it into the association of the future. The one Institution and another might co-operate to deal with different types of cases?—I think that the County ought to deal with the hopeless cases. We have now cases of all grades. We have some quite hopeless; we have some who so nearly approach the normal that ordinary observers would hardly tell the difference. We get a good deal of work out of the latter, and we are able to teach those cases a great deal. If the bad cases, so to speak, could be eliminated, if the Council would look after these bad cases, it would leave us a far better field for looking after those that can be trained and taught.

10826. Do you think on your election system, as it now stands, you could so organise the institution as to take, say, the better class, the less defective, there being from other sources an organisation for dealing with the rest?—I think so. We do to a certain extent. We are supposed to look at every case, and the Committee do treat every case on its merits, but if a case is a hopeless idiot we cannot refuse to take it on that ground, and we do not. We have a separate building where we keep them. We classify them distinct from the rest, but there they are, and so long as we receive contributions from the public I am afraid we must continue to take them.

10827. Would that be so if there was proper provision made for the extreme cases?—No, then it would leave us, comparatively speaking, free to take the better cases.

10828. Is it your view that this is a general outline for a policy for the asylums?—I think that would be a solution of the difficulty.

10829. Do you think the constitution of the Asylum which has grown up by degrees would allow of the proper teaching of the better class cases?—I think so. We have some very good schools and workshops presented by a private donor, Mr. Peckover, (they are not quite large enough, that is the only difficulty) in which we teach them all sorts of trades and teach them very successfully.

10830. Would you be of opinion that that would be a substitute for what are called "colonies"?—I am not quite sure that I am in favour of the colony system altogether. I think you will find that it would be very expensive. I am aware that there are objections, also, to large institutions. I think, myself, that you would get more supervision in an institution, built of course on modern lines, than you would in a colony.

10831. You have not at present area enough for a colony at your Institution?—We have only twelve acres which the Institution stands upon. On the other side of the road we have a farm which stands upon about thirty-two acres, which we have bought.

10832. If you were to adopt this system of education of the better class cases you would desire to increase your land?—It would be desirable; I do not think it would be altogether necessary. That would depend upon the number of beds, or the number we had to provide for.

10833. At present a good many cases are sent away after seven years?—It is seven years now. We originally started with five years; it was thought five years would be sufficient, in years gone by.

10834. Those are not Guardian cases?—No.

10835. Nor payment cases?—No, they are election cases.

10836. Do you know what happens to them?—Yes, in some cases they go out and earn their own living under a certain amount of supervision; I have amongst my old cases three who have been married, one who has brought up a family, and others (I cannot give you the exact percentage now, but there are several) who are earning their own living either as tailors or shoemakers or doing odd work on the farms.

10837. Do you think that this seven years period at the Institution does not lead to hardships, that is to say, leaving in a rather hopeless way, discharged, rather as a hopeless case?—We never do that if we can avoid it. We allow a system of re-election which has had very beneficial results. In my evidence I give a list of those cases which have been with us so many years, and have been re-elected again and again. We have tried to meet that difficulty. No doubt, after cases have been with us for a certain number of years, if they go away to their friends they miss the benefits of a private institution like ours. Only last week I was driving through a village close to Clacton-on-Sea, and one of our old boys came out and spoke to me, and the mother came with him. His name is on the re-election list. He very much wanted to come back. His mother said she had had the greatest difficulty in preventing him from trying to walk back from Clacton to Colchester. We have endeavoured to meet that as far as possible by re-election.

10838. What would you put it, in the strongest form, from the point of view of the Asylum; would you say that in the main the discharge of cases was met by the re-election system?—In a large number of cases it is, in our Asylum.

10839. Have you any suggestion by which it could be met in all cases?—Do you mean by re-election?

10840. By re-election or any other scheme. I mention it because it is one of the points of criticism. You have your pay cases remaining and Guardian cases remaining, but the election cases are practically at the mercy of their seven years period?—Not quite; they are at the mercy of the subscribers, certainly, but after they have been in our Institution, for five and a half years, that is to say for eighteen months previous to their going out, their names are allowed to be put upon the list for re-election; so that they get three opportunities (the elections occur every half year) of obtaining votes before their term expires. If that is not sufficient to secure their re-election; the Committee are always very lenient, if they have sufficient room at their disposal, in allowing cases to remain over from one election to another, so that they do not have to go. We have endeavoured to meet it in that way.

10841. You think the election system is essential to the management of the charitable part?—Undoubtedly. If you stop the election system you stop the contributions. I am sorry to have to say it, but there are a good many people who do like the privilege of votes. If you are able to tell them that you can give them a vote for a certain amount they will subscribe. On the other hand I am bound to say as far as our Institution is concerned that we have endeavoured to eliminate most of the evils of the voting system; there is no public polling, the election is held in a certain town on a certain day, and carried out by the local committee. We do not allow anybody to know how a case stands until the poll has been declared. I have myself been offered money over and over again to secure election of a case, but I have always refused it. I

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have said, "If you like to give a donation and take your chance you may do it."

10842. Do you find that practically the Committee of Management exerts a certain eliminating influence to make the list a list in which any one might be admitted from the point of view of the Institution and rightly admitted?—Yes, before a case is put on the list it is considered by the Committee. They have been for some years very strong on the point that as far as possible each case should contribute something, if it is only 6d. or 3d. a week, towards the maintenance.

10843. I had in my mind that they might reduce the number of claims to say twenty who would all be equally eligible from the point of view of the Institution?—We could do that, but we do not do it. At the last election there were from 90 to 100, and we admitted 25. I suppose at the next election it will be about the same. We shall admit twenty out of that number, including one for life.

10844. Would a difficulty arise if the Committee of Management reduced it to those that were equally eligible?—I think the stricter you make it the less you would get in contributions. The more sad a case is, the greater the sympathy.

10845. That would not be so if there were some other provision for those cases?—Certainly not.

10846. So that the effect of provision of a public description for the worse cases would enable you, even on the present system modified, to deal with the better cases?—Yes. I do not know whether you have had the Secretary of the Earlswood Asylum before you, but he will probably tell you that that has been the case at Earlswood. The Metropolitan Asylums Board hospitals have had the effect of reducing the poorer classes from their list, making their list smaller, but of a more select character.

10847. Do you find any cases come to you that have been through the special classes?—Yes, and we have had one or two feeble-minded cases that have come from Homes for the Feeble-Minded.

10848. Did it seem to you that there was any principle of selection by which they were taken out of the special classes and sent to you. Were they sent as the graver cases?—I really cannot tell you. I do not remember, quite, what they were.

10849. You have not had any negotiations with the Educational Authorities with a view to dealing with children leaving, or unsuitable for, the special classes?—Not in the Eastern Counties. We are rather backward in the Eastern Counties.

10850. Have you had relations with the Guardians who I think in Ipswich formed a Committee connected with the Poor Law administration of the country?—No. They have a small Home for feeble-minded girls at Ipswich. I think it is confined to about twenty or fifteen.

10851. You have had no co-operation with them?—No co-operation with them at all.

10852. From the point of view of training persons to undertake the difficult work of looking after people of this class, does your Institution serve as a training school in any way?—No, we have always trained our own teachers, but we have not trained them for other people.

10853. Is there any common understanding in regard to their status with regard to other institutions?—As to teachers and training for each other?

10854. Yes?—No.

10855. Do they often pass from one to the other?—I do not think I have ever had a teacher or an attendant from an imbecile asylum.

10856. Are they ever teachers who have been trained in elementary schools?—Yes; my principal teacher now is an ex-pupil-teacher, and a very useful man he is.

10857. Suppose the system were extended, would you look to that class being trained for this work?—They certainly require special training. I quite agree with the evidence of one of the witnesses this morning, Dr. Harrisson I think it was, who said that, if you want to train imbecile patients, you do really want the best talent that you can get.

10858. Do you find it difficult to get that talent?—I cannot say I have found it difficult. Our teachers are more industrial than school teachers. In our school staff we have a head-mistress and an assistant, and a school attendant, that is for the girls. For the boys we have two school attendants under one schoolmaster who takes charge as well of certain branches of the industrial work, such as basket-making and wood-carving, and so on.

10859. What is the salary that you pay to your teachers—your head woman teacher, say?—She has been there for a good many years. Our salaries down in the Eastern Counties are rather low. She is only having £40 a year, with maintenance.

10860. If you are to get the highest talent, that would not be sufficient?—No, you would have to pay considerably more than that. Besides, she has been there some years now.

10861. If you took this better class of child, you would have to increase the ability of your staff, and therefore the payment?—Yes, I think you would have to be prepared to do that.

10862. You heard what Mr. Harrisson said as to the inadvisability of teaching reading, writing, and arithmetic in the special classes?—Yes.

10863. You would agree that in the main this whole class should be handled on the industrial side, from the point of view of the use of the hand and the eye rather than from the point of view of literary education?—Yes, but I would not altogether eliminate teaching reading and writing, because I think it is a capital thing for a lad, after his day's work, to be able to take a book and read. It is another good thing for them to be able to write letters home. It not only keeps the parents in touch with them, but keeps the boys in touch with the parents as well. I certainly would not eliminate teaching, but I do attach more importance to the industrial training for imbeciles generally, than to reading, writing and arithmetic.

10864. As regards those who can read or write for their own pleasure amongst the inmates of the Home, are there many?—There would be several who could do it.

10865. But it would be a small proportion comparatively?—Yes.

10866. It would refer to the better class?—It would refer to the better class, mentally.

10867. Have you any scheme for linking the public elementary education (special classes) with these institutions generally?—No.

10868. Would you have any arrangement by which you should be directly concerned with the special classes, somebody from you visiting them so that you should know what was being done, so that your Institution would assume a public character with regard to these classes?—I question myself whether it is desirable that all these cases should be dealt with by the Education Authority; I think a good many of them require life-long provision and then it ought to be taken into consideration quite in the early history; I do not see what advantages there would be. I take it that the Educational Authorities have now to deal with a great many imbeciles. You may call them what you like, they may be termed defectives, or whatever you happen to call them, but you are practically dealing with a good many of the same class of cases that we have got in our Institution. I think if you saw them you would come to the same conclusion. That being so it seems to me that you burden the Educational Authority with a good deal more than you ought if you expect them to go on teaching and training these cases. In my opinion it would be much better to come to some definite conclusion about it in the earlier history of the child and to make up your minds that certain cases were not going to be benefited by the educational advantages they now have, were not going to be turned out to fight the battle of life with the many sharp men and women that we have in the world. I think that is a fact that must be recognised by this Commission.

10869. That would be an argument for a very much closer linking up between the special classes and the institutions?—Yes. Those of us who have had a good many years' experience of these cases could almost tell at a glance, at any rate with a few inquiries, whether

a case really would be worth while expending a lot of education upon.

10870. You would certainly have this a special department, the whole treatment of the defective classes, rather than let it be a Poor Law matter?—I do not think it ought to be under the Poor Law. I would let the Educational Authorities deal with cases up to a certain age, but when a case ceases to become educational and wants life-long protection I would place it under the care of the Lunacy Commissioners; I would make the Lunacy Commissioners responsible for all defective persons in that way who are permanently defective.

10871. (*Mr. Greene.*) You mentioned just now that there were some persons you had under your care who went out and married and had families?—Yes.

10872. Are there many of them?—Three in my knowledge.

10873. Have the children been feeble-minded?—In one case the issue was all right, they were normal children.

10874. How many of them?—I think five or six. In the second case I am not quite sure. The man was with us for ten years; he was rather a bad case when he came, but he developed tremendously and was very much improved when he left. I think in that case there is one child defective, but I have not seen the child lately.

10875. One out of how many?—He only had two.

10876. What became of the third case?—He is married, has one child, and is earning 8s. a week and his board, as a labourer, and his child is all right.

10877. Have each of the mothers been perfect people or defectives?—In the older case in which the family were brought up and they were all normal, the mother was our patient. I have never seen her husband, I do not know what he was. She is a widow now. In the other two cases the males were our patients. In one of the cases at any rate I should say that the woman was not quite perhaps as sharp as she might be; in the other case fairly sharp.

10878. It is the case in which the mother was your patient that there has been the greatest amount of defectiveness in the children?—No, it is the other way about—in which the children were all right.

10879. At what age as a rule do you lose sight of your children?—We have got them at all ages from five up to sixty-five. I think the average age upon admission is about fourteen, but we keep some of them in for years.

10880. Do they mingle together—all ages?—No, we classify them as far as we can.

10881. According to age?—According to degree of intelligence and also according to age. The children are more or less apart.

10882. Do most of them do work of some sort?—A good proportion of them do.

10883. Is there any difficulty in getting them to work, at agricultural work, say?—No; they require a little coaxing sometimes. The great thing is to get them interested in their work. We have often to try them at different classes; I have tried, perhaps, a lad at shoemaking and other trades before getting him interested.

10884. What is the average number of attendants per head, how many attendants do you have?—According to the last report of the Lunacy Commissioners the day staff is nineteen on the male, and sixteen on the female side, giving a proportion of one to every 8¾ males and one to every 4¼ females.

10885. Do you know, from your knowledge of other asylums, whether that is about the same as you have?—I should say about the same, excepting perhaps, in one institution which you will hear of presently.

10886. Could that proportion be reduced; could you do with fewer than one to every four?—Not so long as we continue to take our present patients—if we take all grades. If we simply took the higher grades we could undoubtedly reduce it. In our annexe where the hopeless cases are, we have eleven nurses, two on night duty always in that place. I could do with two more there because of the helplessness of the patients. There is not a single one of them who can wash and dress properly.

10887. How many deaths do you have annually in your Asylum?—The deaths have varied. We have had several deaths, I am sorry to say, lately. Last year we had twenty-two deaths, giving a percentage of 8·53 on the average daily number of residents. That was rather unusually high, and a good many of them were from tuberculosis. *John J. C. Turner, Esq.* 4 Aug. 1905.

10888. Are there many of your patients that have got combined defects, mental and physical?—Yes, a good many of them, some of them in the helpless block are quite cripples; twenty or thirty of them would have to be carried up to bed and carried from room to room.

10889. Then in your Asylum a good many of them could not by any possibility earn their own living or do anything of use in an asylum?—A good many could not.

10890. That I take it is the same at other asylums?—Yes, but I think we get a larger proportion of helpless cases.

10891. We should have to make provision for a large proportion of people who would be absolutely useless?—You would.

10892. The cost of labour colonies can only be calculated then on the hypothesis that you have got enough people to do all the work for these helpless ones?—You would never get enough feeble-minded people to do the work for the helpless ones, you must always have certain nurses who are responsible. We find it very useful to be able to send some of our girls into the helpless block where they can assist the nurses, and they are rather pleased to do it.

10893. They attend only to females I presume?—Yes.

10894. You keep the sexes distinctly apart?—Yes.

10895. (*Mr. Byrne.*) With reference to your reply to question No. 20 in your memorandum where you describe how you sent round forms making inquiry as to the patients who have been discharged, seventy-eight forms were sent out. Does that mean there were seventy-eight cases discharged within ten years? Did you send them to every one, or was it a selected number?—Yes, my recollection is that I sent to every one that I knew was not dead.

10896. The total number of answers that you received was not very great?—Forty-five.

10897. The information that you got by no means covered all the people. Do you think that those who did not reply would be probably getting on all right or would they be those who had come to grief?—I should think that I got the best particulars that were available from those that I sent out. I think that would represent all the cases who were doing any real work.

10898. The others were either in workhouses or they had drifted away or were kept at home?—Yes, or they might have been dead.

10899. When you have discharged young persons from your Institution because they had not got re-elected, do the parents or relatives often ask you for advice as to what they shall do with them?—Generally speaking their names are on the re-election list and if they have to be discharged they go home perhaps for six months only and perhaps come back.

10900. Still you have a great many discharged who have no hope of re-election, have you not?—No, I do not think we have.

10901. Practically yours are permanently in?—A good many of them are, they come up again and again.

10902. In your replies you had two earning their own living, three earning small sums a week, and six able to be useful?—Yes.

10903. That is comparatively few?—Very few comparatively.

10904. It shows that, as you expect, the bulk of the people with whom you have to deal are not fit to earn their own living?—That is my experience.

10905. I presume if you heard a man discharged by you was apparently getting on all right earning 8s. a week and married you would be sorry to hear it?—Yes.

10906. It would be far worse than to hear he was dead or in an asylum?—Yes, I think it ought to be prevented.

10907. To be told that a man had gone out and done

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well and married from an institution such as yours, you would regard as disastrous?—I should, undoubtedly, and I have said I do not know how far we are justified in educating them up to that pitch.

10908. I gather the result is that you agree with other witnesses who have been here that with those who are permanently unfit for freedom an expensive and elaborate education is misplaced after a certain time; that they ought to be put soon to a little work?—Yes, I think their labour ought to be utilised, as we utilise ours, for those cases which are not so intelligent.

10909. (*Dr. Needham.*) About what proportion of paupers do you take?—I do not think it is arbitrarily fixed. We have about fifty beds; I think we have rather more than we ought to have now. About fifty beds are put aside for these cases.

10910. That is parish patients for whom the Guardians pay?—Yes.

10911. Have you many applications from Guardians, for the administration of pauper idiots, which you cannot entertain?—Yes.

10912. A vast number?—Well, we have a good number

10913. Therefore, I suppose it has occurred to you that there is a need of increased provision for persons of that class?—Undoubtedly.

10914. Of course you know the Lunacy Law gives power to county councils to provide that accommodation either attached to asylums or in separate buildings?—Yes, but they seem rather chary of acting upon it. I know they have power and in Essex they are acting upon it to this extent: at the new County Asylum which is to be built near Colchester they are providing, I understand, an idiot ward for fifty persons. That was undertaken when the negotiations with us fell through, when we found we really could not take their cases.

10915. Have not they got in relation to the Essex Asylum a little branch for idiot children?—I am not sure whether they have got them into a separate house; they have been speaking about it for some time. I apprehend when this new institution is built at Colchester they will transfer them there.

10916. Do you think it is desirable that pressure should be put upon county councils to provide accommodation of this kind?—I think that the number of cases that there are at large ought to be provided for; and I think if you put pressure upon the county councils you would probably get it done.

10917. When your patients attain full age you can only keep them with the consent of the Commissioners?—Yes.

10918. I suppose as a matter of fact, a considerable number of people of full age are discharged—the grosser form of idiots especially?—Not in our case.

10919. On account of the re-election?—On account of the re-election which we are able to give them. Then we have a certain number elected for life.

10920. I may take it that you are able, pretty well, to overtake all cases which require to be dealt with after they attain full age?—Yes, we are. As a matter of fact I am keeping two or three in now for their work; their work is sufficiently valuable for them to be kept in without further election.

10921. (*Mr. Burden.*) I understood you to say just now, in answer to one of the Commissioners, that the expense of maintenance in colonies would be greater than the expense of maintenance in institutions?—That is so.

10922. Could you carry that a little further and give us your reasons for coming to that conclusion?—In colonies, I take it, you would have a number of detached buildings. A detached building would certainly cost more for supervision than a building like our own which is, to a certain extent, concentrated. Of course you must have a resident medical attendant. It is not, perhaps, easy to get him to give a large amount of supervision on a cold winter's night by going round outside, unless you connect all these buildings by covered ways and so on, which would be rather expensive.

10923. You think the increased cost would come in in the provision of accommodation?—I think so, in the first instance, and also it would not be so economical in working. You see we work our institution from one kitchen. In a colony you would have to have separate kitchens for each block, or each house, I take it.

10924. Would that be necessary?—It would depend upon the distance that the blocks or houses are from each other.

10925. To some extent, but many meals are provided and cooked at great distances from the place where they are eaten?—Yes, but if you want to give them a hot meal, the difficulty is increased in keeping it hot if it has to be taken over 160 yards.

10926. Would that be so if proper means of conveying the food were provided?—Exactly; but the proper means of conveying the food means so much more expense. You must have your hot tins and that kind of thing, and that adds to the expense.

10927. You think the colonies would be more expensive because they would be in separate buildings and so you would have to carry the food a greater distance?—And for other reasons.

10928. Are there other reasons which are largely the ground upon which you conclude that it would be more expensive?—I think you would want more supervision. It depends in a measure what size your blocks are going to be. If your blocks are the same size as those new ones at Tooting Bec Asylum, I suppose they are capable of accommodating 150 or more than that each, but if you are only going to provide for twenty or twenty-five in a block, then I think your expenses must be increased.

10929. Supposing blocks were intended to take a hundred inmates, perhaps the expense would not be so much more?—No, but on the other hand in each block you would have to have a certain cooking apparatus, baths, and that kind of thing, and if you multiply that by ten or twenty, as the case may be, according to the number of blocks, I am afraid you would get a rather expensive colony.

10930. You have not seen the colonies abroad, perhaps?—No.

10931. Nor any colonial residence in England?—I saw some time ago the epileptic colony at Chalfont St. Peter when they were starting that.

10932. Might we not to some extent get over the initial expense by increasing the size of the separate blocks?—Yes.

10933. I have been interested in reading your statement of expenditure for the past year. Would you tell me whether the first item, house-keeping and provisions, includes the value of the garden and farm-produce?—Yes.

10934. So that the 3s. 8¾d. average cost per head per week represents not simply the cost of provisions purchased, but also the cost of provisions grown in the institution?—Yes, they are charged up at market value. Our own pigs which come from the farm are charged at market value in the same way.

10935. Does the same remark apply to clothing and uniform for attendants and the laundry work done in the institution?—The laundry expenses include the wages of the staff. Our laundry staff is an internal staff; we have no out-of-door staff in the laundry. That includes the clothes and material, soap and that kind of thing, that is used, and other expenses connected with the laundry and also the women's board is charged up to the laundry account.

10936. I see your total expenditure averages 14s. 3½d. per week. Do you think it would be less if you had larger numbers to deal with; supposing the institution were twice the size it now is?—We have added now some additional beds, and we shall probably be able to reduce that slightly with the increased numbers, but not, perhaps, very much We are rather differently situated to some other institutions, we have not only got our own institution at Colchester, but we have a seaside home capable of accommodating fifty patients, that is Crossley House. That is worked as a separate institution under a separate matron; still it is very economically worked. Hitherto we have only had about twenty patients there, but last year we enlarged it so that we have now fifty beds.

10937. You suggest that any new work that may be established for the care of the feeble-minded should be under the Lunacy Commissioners. Do you suggest the Lunacy Commissioners in preference to a new body? —I do undoubtedly.

10938. You do not think that difficulty might arise in connection with the public—sentimental reasons, for instance?—Oh dear no. I do not think there would be the slightest sentimental objection on the part of the public; in fact I should think the public would probably feel that the Lunacy Commissioners were the proper body to have control of those who were retained—I prefer that word to "detained"—in institutions or colonies for their natural life.

10939. Even if they were simply feeble-minded?—Yes.

10940. You do not think they would feel that they were unduly connected with people of still weaker mind?—I do not think so.

10941. You think there would be no difficulty at all?—I do not think so; not the slightest. I think myself they are the proper body to do it.

10942. (*Dr. Dunlop.*) You approve of the Lunacy Commissioners being the head authority in the matter—the supervising authority?—Yes.

10943. At the same time you would divide the local responsibility considerably; you think the special classes should still continue under the Education Boards?—Yes; I think you will always need special classes, because you will always get children in a school that will have to be dealt with up to a certain age. I am of opinion that it would be better for those children if, in their earlier history, they could be taken out of school and dealt with in special institutions, because I think they want more than the attention they get in school hours.

10944. And also that imbecility is not a subject for an education authority to deal with at all?—Certainly not.

10945. You also say hopeful cases should be to a great extent entrusted to philanthropic associations on the lines of your institution?—That has been the fact in the past, but with regard to the future you will perhaps have a more extended scheme.

10946. Putting present interests completely aside, do you think it would be a good thing to divide the cases and treat some philanthropically and others out of public funds?—I think if you do not do that you will lose a large sum of money. Perhaps eventually it will come to the same thing as the old School Boards and the voluntary schools; the voluntary schools were being crushed out of existence by the School Boards. That is what would probably happen with voluntary institutions. If you get a scheme whereby every case which is imbecile or feeble-minded is taken care of at the public expense, you will naturally crowd out these; people will not subscribe to the two.

10947. The reason for their existence will be to a great extent taken away, as regards the poorer class?—Yes.

10948. But not as regards the better classes?—No; and I think our institutions would have a future in regard to the better classes because there will always be, I fancy, some parents who will prefer to send their children to a sort of semi-private asylum rather than to one that is being dealt with by the County Council.

10949. But for the poorer children, if philanthropic institutions were encouraged on the one hand, and on the other hand the local authorities were allowed to start institutions, do you not think the existence of the philanthropic institutions would rather tend to keep back the local authorities from starting institutions?—It might if there was sufficient accommodation in the philanthropic institutions.

10950. Even if there was insufficient accommodation, do you not think that would be the tendency?—I do not think public bodies will really act unless there is some pressure put upon them.

10951. They require compulsion?—I think they do.

10952. I assume from your opinion that you are strongly in favour of unification all round in the matter?—Yes.

10953. Is there any reason for separating these congenital defectives from the insane and lunatics?—I think there is very great objection to mixing them together.

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10954. What is it?—I can only give you the experience of my own with regard to two or three dements that we have had. You are speaking of cases of dementia?

10955. You have taken in dements, have you?—We have had them in two or three times and had to get rid of them. We had a woman between forty and fifty; she came certified as an imbecile, and she was imbecile, but she was a dement; her language was very bad and she would frequently undress in front of men and was most immoral in her conversation, so that we could not think of associating her with any cases of ordinary imbecility.

10956. Surely you do not take her as typical of all dements?—I have only had a few cases in our Institution they have been all much the same. We do not lock our doors, except the doors which divide the male from the female blocks, our front gates are always open. These cases will run away. One particularly that I had was very apt at getting out and getting on the line; so much more supervision is needed.

10957. To put the question in another way, why should not idiots and imbeciles get the protection given them under the Lunacy Act?—I think that would be putting the clock back twenty-five years.

10958. Do you think the Idiots Act has been a success?—Undoubtedly. The only thing about the Idiots Act is, it wants to be amended in one particular. I can quote you, if you wish, from the Lunacy Commissioners' reports to the Lord Chancellor as far back as 1865 in which they specially recommended that the Orders then in force for lunatics and so on should not apply to idiots and imbeciles, and I know in two instances they have themselves absolved institutions from the provisions of the Lunacy Act, viz., in the case of the Western Counties Asylum at Starcross, also in the case of Rockhall, near Bath. The Lunacy Commissioners themselves agreed that the certificates which were necessary under the Lunacy Act for other institutions should not apply to these two institutions, provided they only agreed to take cases up to fifteen years of age. That shows very strongly that the Commissioners in Lunacy from the first have been against the association of imbeciles with lunatics.

10959. Let us take thirty as an age; you have two cases of thirty, one a congenital case, one an acquired case. Why should they be differently certified and differently treated?—The congenital case would perhaps be at its best at thirty to forty, the other one would be going down hill. The association between the two, I can assure you, in the cases I have mentioned, has been very bad indeed for the younger ones. In those three cases I have had which have come under my supervision I have had to put a special attendant in each case in order that they might not associate.

10960. That is a very limited experience; have you much experience with lunatics?—No, I have not.

10961. Perhaps it is not fair to put the question to you?—I can only tell you what came under my own observation.

10962. (*Chairman.*) Is there anything you would like to add?—A question was asked of a previous witness with reference to the amendment of the Idiots Act by inserting the word "feeble-minded." I have myself found a great deal of difficulty in years gone by on the part of parents in getting their children certified under the Lunacy Act, therefore we were very glad indeed when the Idiots Act came into operation because of the simple nature of the certificate. That has been a very great thing. Under the Idiots Act it is quite sufficient to certify that the child is an imbecile and capable of receiving care and instruction. I think if the Act could be so amended as to embrace the word "feeble-minded" and on practically the same certificate which I have here, it would meet the difficulty as far as the certificate is concerned. The certificate says: "I, the undersigned, a person registered under the Medical Act 1858 and in actual practice of the medical profession, certify that I have carefully examined C. D. an infant, or of full age, residing at so and so, and I am of opinion that the said C. D. is an idiot, or has been imbecile from birth, or for so many years past, or from an early age, and is capable of receiving benefit from the institution (describing it) registered under the Idiots Act." I submit that that certificate, if it had the word "feeble-minded" added, would be all that is necessary.

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10963. (*Mr. Greene.*) You would not connect the word "feeble-minded" with "from birth."? It might have supervened after birth. That certificate might be moulded to make it easier to get them in than it is now. —Yes, but there is no difficulty in getting them in—there would not be. It depends upon what meaning you put on the term "feeble-minded."?

10964. Why should you put in "capable of receiving benefit from the institution"?—Because these institutions were looked upon as training institutions. Under the Lunacy Act a parent would not agree to send a child five years of age to have the same form of treatment as an adult. The word "imbecile" was used for the first time as a statutory term in this Act.

E. W. LOCKE, Esq., called; and Examined.

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10965. (*Chairman.*) You are Superintendent of the Western Counties Idiot Asylum?—Yes.

10966. You have been so kind as to give us a statement of your evidence and also answers to the questions. May we put those on our notes?—If you please.

WESTERN COUNTIES' IDIOT ASYLUM, STARCROSS, DEVON.

GENERAL STATEMENT RESPECTING THE ABOVE INSTITUTION, PRESENTED BY THE SUPERINTENDENT, E. W. LOCKE, ESQ.

The Western Counties' Idiot Asylum was established in the year 1864, in the autumn of which the first patient was admitted.

For a time, the work was carried on in a large, old-fashioned house in Starcross, generously placed at the disposal of the Committee by Reginald, the eleventh Earl of Devon. Nine years later, in response to an appeal from the Committee, funds were raised by public subscription for the erection of the central block, and boys' and girls' wings of the present building, which was designed to accommodate 100 patients. Additional wings have since been added, partly by voluntary subscriptions, and partly from current income, until the Institution now provides accommodation for some 270 inmates, and is thoroughly equipped with schools, workshops, recreation hall, and gymnasium, and every requisite for the training of children of defective intellect.

At the time the Institution was established the term "Idiot" was the only legal one in use to designate all grades of "Congenitally Mentally Deficient Persons"; and, accordingly, all grades, from the helpless, drivelling idiot, to what is now called the "Feeble-minded" class, were eligible for admission and were actually received into the Institution. It was thought that even the very lowest type could, by careful training, be materially improved, and even become, to a certain extent, self-supporting. After a time, however, it became apparent that, beyond a slight amelioration of habits and self-helpfulness, the lowest type of all, which is now known as "The Low-grade Idiot," was incapable of improvement to any great extent and that all they required was a Home in which they could be cared for and kept clean and comfortable.

As this asylum was founded essentially as a training Institution it was, accordingly, resolved to restrict the admissions to such cases as are physically capable, and who possess sufficient initial intelligence to warrant the hope that they may ultimately derive permanent benefit from a course of training therein, and who might by learning some light trade or industrial occupation, render themselves capable of contributing in some measure to their own support. This rule has, for many years, been strictly adhered to. The applications for admission have always largely exceeded the accommodation available in the Institution, and the Committee, therefore, select from amongst the number of the candidates those who appear to offer the greatest hope of improvement. If after a fair trial, any case is found to be unimprovable, it is discharged to make room for one of a more hopeful type.

This Institution was the first of its kind in England to open its doors to pauper patients, and the majority of the children now in residence are classified as such. This, however, calls for a word of explanation, inasmuch as a large number of these so-called paupers have never been in a workhouse, and some of them cost the local rates nothing at all. Many of them are the children of small farmers, tradesmen in a small way of business, clerks and others, who, unable to pay our full charge, are able to contribute 5s or 6s. per week, or even more, for the maintenance and training of their children. In order to make up our full charge of 10s. 6d. or 14s. per week, as the case may be, the parents pay their contribution to the Boards of Guardians, who receive the 4s. grant, add to it the parents' contribution, and thus make up the required amount. It seems hard that this should pauperise the parents. It does not do so in the case of children sent to blind or deaf and dumb institutions, or educated at board schools where the schooling is paid for entirely out of the rates, and it is, I know, felt to be a hardship by many of the parents who are thus obliged to sacrifice their votes in order that their children may have the special education they require.

In the education of the inmates of this Institution the greatest prominence is given to manual and industrial training, as it is in this direction that the best results are to be obtained, our object being to render each lad and girl as useful as possible, and even, *in some instances*, to be able to go out in the world and to earn their own living independently. Industrial training is not only beneficial to the inmates themselves, but is useful also in an economic sense, as by their labour they help materially to reduce the cost of their maintenance. As stated in my answer to No. 23 of the Questions addressed by the Commissioners to the voluntary institutions, the greatest part of the domestic work of this Asylum is done by the inmates themselves. Under supervision, they make and mend all the boys' suits, the girls' dresses, cloaks, and underlinen, the socks and stockings, straw hats, and bed-linen. All the boots and shoes are made and mended by the inmates, who also assist materially in the laundry, bakehouse and garden, and in the painting and renovating of the building. The brushes, baskets, and mats used in the Institution are made by the inmates, and a number of articles are manufactured for sale which realised last year the sum of £234, a sum equal to 4d. per head per week per inmate; and there is no doubt that this source of income could be largely increased if greater facilities were available for the disposal of the goods.

Statistics as to the trades and industrial occupations taught in the Institution, and the number of inmates engaged in each can be given if desired.

I should like to draw attention to the confusion that exists with regard to the popular terms now in use to designate the different grades of "Congenitally Mentally Deficient Persons," viz.:—"Idiot," "Imbecile," "Feeble-minded," and "Mental Defective," and the separate legislation that exists for the same. It is utterly impossible to draw a hard and fast line between the different grades, as they all overlap to a certain extent, and it is in many instances only a matter of opinion as to whether a case is a high grade imbecile or a mental defective. It is much to be desired that some term could be devised and legalised to include all grades of congenital mental deficiency.

The law, as it now stands, presents an anomaly. On the one hand we have the Educational Authorities training children who are obviously imbeciles under the title of "Defectives," and on the other we have the Idiot Asylums educating children of a higher mental capacity under the titles of "Imbecile" or "Idiot." I could mention many instances to illustrate this. Children who have passed through the Special Schools for "Defectives" have been admitted to this Institution as "Imbeciles." "Imbecile" children who have been discharged from this Institution have been sent to the Special Schools as "Defectives" or to "Homes for the Feeble-minded," and quite recently two fairly intelligent boys who had been trained in a "Home for the Feeble-minded," but who had become too old to be retained there, have been received into this Institution, one certified as an "Idiot," and the other as an "Imbecile." I would especially draw attention to the fact that the Committee of this Institution have been approached by many Educational Authorities in different parts of the country with a view to their undertaking the training of the "Mentally

Defective" children, for whose education the latter were responsible, amongst them being the Devon Educational Authority. In the latter case the Committee of this Institution would willingly have undertaken the training of the children, and would have provided the necessary accommodation, but were prevented from doing so by the fact that no pupils can be received into the Institution for special training unless they are certified as "Imbecile." If they were so certified they would of course cease to be under the jurisdiction of the Education Authority. The scheme accordingly had to be dropped, which is much to be regretted as, if it could have been carried out, it would have saved the county a very large expenditure and have obviated the necessity for a duplicate institution in the same district.

I would suggest, therefore, that where there already exists in any county or district an institution suitable for the training of the higher grades of the "Congenitally Mentally Deficient," the county councils, or any authority that may be hereafter appointed, should have the power, with the consent of the managers thereof, to send children to such an institution for special training not necessarily under certificates, and it would probably be advisable to raise the school age for such cases to twenty.

WESTERN COUNTIES' IDIOT ASYLUM, STARCROSS, DEVON.

REPLIES TO QUESTIONS ADDRESSED TO VOLUNTARY INSTITUTIONS BY THE ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

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1. What was the date of the foundation of your Institution, and what is its full title?—The Institution was founded in 1864. Its full title is "The Western Counties' Idiot Asylum."

2. What were the precise objects for which the Institution was founded?—To provide care, and intellectual, physical, and industrial training for idiots.

Note.—When the Institution was founded, and up to the year 1886, the term "Idiot" was the only legal one in use to designate all grades of congenitally mentally deficient persons. In 1886 the term "Imbecile" was introduced as a statutory term, and it was understood that it should be used to designate the higher grades of congenitally mentally deficient persons, viz., those who were capable of being educated and trained. But from its foundation in 1864 *all grades of congenitally mentally deficient persons* have been admitted and educated in this Institution under certificates as "Idiots" or "Imbeciles."

3. Has any modification or alteration in its constitution and objects been made since its foundation?—No; except that the admissions are now restricted to improvable cases only, as it has become recognised that, beyond a slight improvement in habits and intelligence, little can be effected by training in the lowest grades of congenitally mentally defective persons. The Institution was, moreover, founded essentially as a *training*, and not simply as a custodial establishment. It is, therefore, necessary that candidates for admission should possess sufficient initial intelligence to warrant the hope that they may derive permanent benefit from a course of training in the Institution.

4. Do you admit (*a*) both sexes (*b*) adults and children, and at what age?—(*a*) Yes. (*b*) Yes, but preference is given to children. Pupils are admitted from six years old and upwards.

5. By what method is admission to your Institution obtained?—The Committee have the power to admit cases from the four Western Counties free, or upon reduced terms, so far as the charitable funds at their disposal will permit. Applications for admission are made upon a form, in which is given a full description of the physical and mental condition of the candidate and the circumstances of the parents or guardians. This is then submitted to the Committee, who decide as to the eligibility of the applicant for reception. The charge for maintenance varies according to the circumstances and requirements of each case, and is fixed at the discretion of the Committee.

6. From what district do you draw your inmates?—Pupils are received from all parts, but preference is given to those residing in the four Western Counties, viz., Devon, Somerset, Dorset, and Cornwall, and a reduction is made in the rates of payment charged for cases from these counties.

7. Is your Institution subject to the control or supervision of any, and what, public authority?—The Institution is under the supervision of the Commissioners in Lunacy; and is also registered under the Local Government Board as a school for the Training of Idiots and Imbeciles.

8. In what manner and at what period is that control or supervision exercised?—The Institution is inspected without previous notice annually, and oftener if necessary, by the Commissioners in Lunacy, who see each individual patient, and who examine minutely into the sanitary and general condition of the building and the health and training of the inmates. Notices of all admissions, discharges and deaths are sent to the Commissioners. The Institution is also inspected once a year by an official of the Local Government Board.

9. How many persons of both sexes have been admitted to your Institution since its foundation, and what was the average age at admission?

Males	.667
Females	379
	1,046

The average age of the males was 10·1
Do. do. females was 11·7

10. What has been the annual average number of your inmates, male and female, adults and children, during the last ten years?—

Male children	94
Do. over 16	73
Female children	42
Do. over 16	44

11. How long do you retain the inmates in your Institution?—There is no limit to the length of time an inmate may be retained in the Institution.

12. What authority and what considerations determine the occasion of their discharge?—Pupils may be removed by their parents or guardians, or may be discharged by the Committee, at any time. Generally speaking, pupils are retained in the Institution until their training is completed or until there is no probability of further improvement being effected in their condition. They are then either removed by their friends or discharged by the Committee to make room for other cases. If an inmate becomes epileptic, blind or insane, he is not eligible for retention and is discharged accordingly.

13. Are the inmates on admission bound by themselves or through their relatives or guardians to remain in the Institution for any, and what, stated period?—Inmates are not bound to remain in the Institution for any stated period.

14. What are the numbers of the staff of your Institution. (*a*) managing; (*b*) medical; (*c*) nursing; (*d*) teaching; (*e*) general servants; and what is the average annual cost of each branch of the staff?

	No. of Staff.	Average Annual Cost.
(*a*) Managing	4	£680
(*b*) Medical	1	£150
(*c*) Nursing (ordinary nurses and attendants)	11	£322
(*d*) Teaching and industrial staff	23	£814
(*e*) General servants and mechanics	11	£380

15. Do you admit to your Institution (*a*) epileptics (*b*) idiots; (*c*) imbeciles; (*d*) feeble-minded persons?—(*a*) No; (*b*) yes; (*c*) yes; (*d*) yes, certified as "Imbecile" or "Idiot."

16. How are the various degrees of mental defectiveness classified in your Institution, and by whom is the classification arranged?—In this Institution inmates are not classified under the terms generally in use, such as "Idiot, "Imbecile," Feeble-minded," or "Defective," as all these overlap more or less, and are a matter of opinion, but they are arranged in classes according to age and mental capacity. The classes are numbered as in an ordinary school, No. 1 Class representing the most advanced, and so on.

The classification is undertaken by the head schoolmaster and mistress, under the direction of the superintendent.

17. What is the proportion of the present number of

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your inmates in each class and of each sex?—As stated above, no precise classification under the foregoing terms is attempted here, as it is impossible to draw a hard and fast line; but the inmates at present residing in this Institution might, in my opinion, be classified as follows:—

Sex.	Idiots.	Low Grade Imbeciles.	High Grade Imbeciles.	Feeble-minded.	Totals.
Male ..	19=10·5%	60=33·33%	61=33·8%	40=22·2%	180
Female ...	7=7·7%	33=36·6%	32=35·5%	18=20%	90
	26=9%	93=34%	93=34%	58=21%	270

18. Is the family history of each inmate ascertained before or upon admission to your Institution?—So far as possible, the family history of each inmate is ascertained before admission, but in many cases it is difficult to obtain the necessary facts, and when obtained they are not very reliable.

19. Are statistical records kept of the origin and development of the mental defectiveness of each inmate, and how often, and by whom, are such records made?—Statistical records are not kept of the origin and development of the mental defectiveness of each patient, but information as to the supposed cause of the mental deficiency is asked for in each case previous to admission, and when obtained is registered. The information supplied is generally unsatisfactory. In the majority of cases the cause is stated to be "unknown," and where the supposed cause is given, in many instances it is obviously incorrect.

20. Is the history of inmates subsequent to their discharge from your Institution ascertained and recorded and if so, how is this done?—The history of inmates subsequent to their discharge from the Institution is not systematically ascertained and recorded, as this would entail much clerical work. Information has, however, been received in certain instances.

21. Are the inmates periodically examined by non-resident specialists in mental pathology and if so, how often, and by whom?—Inmates are not periodically examined by non-resident specialists in mental pathology.

22. Are different methods adopted in the general treatment, control, and education of inmates mentally defective in varying degrees?—Each case is treated on its merits, and by commonsense methods.

23. What are the methods adopted in your Institution for housing, educating and employing the inmates, distinguishing between males and females, adults and children?—

HOUSING.

The Institution, which is under one roof, consists of a basement, with ground, first and second floors, with corridors running from end to end. The male pupils occupy the north, and the female the south wings, which are divided by the Superintendent's rooms, and the administrative department. The adults occupy separate dormitories, and, so far as possible, are separated from the children during the day in the playgrounds and day rooms. The sexes are kept distinct, and only meet in the dining hall at meal times or at the Sunday services and entertainments.

EDUCATION AND EMPLOYMENT.

The education of the children, male and female, is conducted on similar lines. Experience proves that manual training and industrial occupations are more suited to the class of children for whom the Institution is intended than ordinary school lessons, and, to obtain the best results, this training should be commenced as early in life as possible. Greater importance is, therefore, given in our curriculum to manual training than to ordinary school work. Roughly speaking the mornings are devoted to school lessons, and in the afternoon every child who possesses sufficient intelligence, and is physically capable, is employed at some useful handicraft. With regard to the school instruction, Kindergarten methods are adopted so far as possible, the training of the hand and eye and the development of the general intelligence being always kept in view. Special attention is given to such subjects as writing, drawing, brushwork, form and colour, building with wooden bricks, etc., whilst the lower classes have dressing lessons with special apparata designed for that purpose. Reading is taught by the word-building method and by illustrated heading sheets and books. Conversation and object lessons are also largely given.

Special attention is given to drill and gymnastic exercises. Indian club, dumb-bell, and bar-bell lessons are regularly given with good results.

A list of the industrial occupations taught is given below. So far as possible the children are engaged in different industries on alternate weeks.

The adult inmates, male and female, having passed through the schools, are employed chiefly in industrial pursuits, domestic work in the dormitories, day-rooms, etc., work in the laundry, kitchen and garden, and in the making and mending of clothes, boots and shoes, etc., and the manufacture of articles for sale. In order that they should not forget the lessons they have learnt in the schools, evening classes are arranged in which exercises are given in reading, writing, and arithmetic.

Gymnastic exercises and drill are also taught.

The industrial occupations taught are as follows:—

For the males.	*For the females.*
Domestic work.	Domestic work.
Laundry work.	Cooking.
Basket-making (ordinary.)	Laundry work.
Ditto (Straw-plait)	Plain and fancy needlework
Tailoring.	Dressmaking.
Shoemaking.	Knitting.
Brushmaking.	Knitting by machinery.
Mat making.	Honiton Lace making.
Wood carving and fretwork.	Straw hat making.
Baking.	Strawplait basket work.
Plumbing.	Wool and rag mat making.
Painting.	
Carpentering.	
Sash cord making.	
Making of net handbags.	
Wool and rag rug making.	
Gardening.	

The above occupations are taught both children and adults according to age and intelligence.

24. What was the original cost of the foundation of your Institution?—The Institution was built originally for 100 patients at a cost of £12,245.

N.B.—This sum included buildings, gas, water and cooking appliances, furniture and fittings, laying out yards and grounds, etc., but not the provision of a laundry.

25. Has any subsequent capital expenditure been incurred, and if so, to what amount and for what purpose?—Subsequent capital expenditure has been incurred for the following purposes:

The freehold of the Asylum - - - - -	£1,200.
New wings to accommodate 180 patients -	£33,258
Also a chapel - - - - - - - -	
Workshop block, with the necessary fittings and machinery - - - - - - -	
A steam laundry - - - - - - -	
Store rooms - - - - - - - -	
Gymnasium and Recreation hall - - -	
Improved gas, water and cooking appliances -	
Outside iron balconies and staircases - -	
Fire escapes, mains, hydrants, fire engine and pumps, at a cost of - - - - -	

This brings up the total cost of the Institution to date to £46,703; or £166 per bed.

26. What has been the amount of the average annual income of your Institution for the last ten years?—£8,123 6s. 10d.

27. From what sources is the income of your Institution provided, and what invested capital does your Institution possess?—From voluntary subscriptions donations and legacies, but chiefly from the payments for the maintenance of the pupils.

INVESTED CAPITAL.

£448 G. W. Railway, 5 per cent. Consolidated Preference Stock.

28. Are the site, land, and buildings of your Institution the freehold or leasehold property of your Governing Body? What is their value, and are they subject to any mortgage?—The site, land and buildings of this Institution are the freehold property of the Governing Body, and are vested in trustees.

Valued at £46,700.

They are not subject to mortgage.

29. Do the inmates or their relatives or guardians make any contribution towards their maintenance?—Yes.

30. Does any public authority make any, and what, contribution to the funds of your institution?—No.

31. Do the inmates by their own work, and if so, of what nature, and to what extent, contribute towards the maintenance of the establishment?—The inmates contribute towards the maintenance of the Institution by doing the greater part of the domestic work of the establishment. Under supervision, they make and mend all the boy's suits; the girls' dresses, cloaks and underlinen; the socks and stockings, the bed-linen, and straw hats. All the boots and shoes are made and mended by the inmates, who also assist materially in the laundry, bakehouse, and garden, and in the painting and renovating of the exterior and interior of the Institution. The brushes, baskets and mats used in the asylum are made by the inmates, and a number of articles are manufactured for sale, which realized last year the sum of £234=4d. per head per week. It is impossible to estimate in £ s. d. the value of the services rendered by the inmates in the domestic work of the house, and in the making and mending of clothes, etc., but there is no doubt that, but for this, a much larger staff would have to be maintained, and the average cost per head would be materially increased.

32. What has been your average annual expenditure for the last ten years?—

	£	s.	d.
Average ordinary expenditure	6,270	7	1
extraordinary expenditure (for new buildings and improvements)	1,874	5	5
	£8,144	12	6

33. What has been the average annual cost per head—(*a*) of maintenance; (*b*) of education of the inmates for the last ten years, distinguishing between males and females, adults and children?—It is impossible to answer this as the accounts are not kept separate.

WESTERN COUNTIES' IDIOT ASYLUM, STARCROSS.

AVERAGE WEEKLY COST PER INMATE FOR THE YEAR ENDING 31ST DECEMBER, 1904.

	Total Cost. £	s.	d.	Average Weekly Cost. s.	d.
Housekeeping and Provisions	2,225	3	9	3	2
Clothing (Patients)	622	7	3		10¼
Uniforms (Staff)	148	1	9		2½
Fuel and Lighting	434	15	5		7½
Medicine and Medical Appliances	85	8	11		1½
Furniture and Bedding (Repairs and Renewals)	437	7	11		7½
Laundry Materials, Wages and Fuel	296	15	6		5¼
Repairs and Alterations of Premises (including Wages)	581	9	8		9¾
Salaries and Wages	2,220	5	1	3	1¾
Rent, Rates, Taxes and Insurance £425 12 5					
Less—Rent of Elm Court £110 0 0	315	12	5		5¼
Printing, Advertising, Stamps and Stationery	147	16	4		2¼
Live Stock £56 15 3					
Less—Live Stock sold £19 10 0	37	5	3		¾
Materials for Children's Work	163	19	10		2¾
Sundries £21 10 3					
Less—Old Materials sold £18 0	20	12	3		¼
	7,737	1	4	10	11¾
Less—Monies received from Sale of Articles made by the Inmates	234	8	5		4
	7,502	12	11	10	7¾

Average Number of Inmates resident during the year 271

	s.	d.
Average Weekly Cost per head	10	7¾

10967. (*Dr. Dunlop.*) The class of case you receive at your asylum is not exclusively hopeful, is it?—They are mostly hopeful cases.

10968. I see, roughly, from your statistics about one-half are either low-grade imbecile or idiot—that is a fair conception of the situation?—Yes.

10969. Do you have to refuse many admissions?—Yes; we refuse practically about half the applications that come to us as unsuitable for training.

10970. They come from the Western Counties only, do they?—From all parts of England we have them.

10971. You can deal with about one-half the cases that come up?—Yes.

10972. What is the average age of your admissions?—About eleven. It is given in the answers. The average age of males 10·1, females 11·7.

10973. It is children you take in rather than adults?—Yes.

10974. Do you keep adults?—Yes, those that have been trained in the Institution.

10975. I notice that you make the statement that the average earnings of the inmates amount to 4d. per head per week?—No, that simply refers to the articles made by them and sold. It is impossible to estimate the value of their work. They do the main work of the house, the domestic work, and painting and so on, and the 4d. per head is simply the excess of the articles they make which have been sold, brushes, mats, and so on.

10976. Beyond that, you have the upkeep of the house?—Yes.

10977. Have you any views as to the economy, or otherwise, of teaching industries to these defectives; does it pay?—It pays decidedly. Many of them become quite expert. I may mention that I have a class of lads employed at shoemaking. They have a workshop to themselves, without any supervision, and they are engaged in repairing boots: the value of their work is about 10s. per head per week. They are in a room by themselves, and only have an occasional visit from the head attendant or myself. The week's work is given to them on Monday morning, and they do it entirely by themselves.

10978. It is economy then to teach them?—Decidedly.

10979. If they were employed at unskilled labour, would it not produce just as good results?—Yes. Many of them are more suited for unskilled labour.

10980. That would be more economical, would it not; work such as weeding and gardening?—I suppose it would be; farm work is one of the most suitable industries.

10981. Or the reclamation of land, navvying work?—Yes.

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10982. That would be a more economical calling than teaching them the lesser industries?—Yes.

10983. (*Mr. Byrne.*) I only want to ask you the same question as I put to the gentleman from the Eastern Counties. Do you hold the same view that was then expressed, that it is undesirable that idiots and imbeciles should remain in the homes of the poor, even when they are kindly treated?—Decidedly; they should not remain.

10984. Do you think it is the duty of the State to provide for them?—Yes, I think so, both for their own welfare and for society generally.

10985. (*Mr. Loch.*) I want to ask a question or two about the position that these institutions might take in any re-organisation. I understand that to a very large extent your Institution is kept up by payments made on the case?—That is so.

10986. To what extent would that be, taking the whole—what proportion?—The whole of the income, with the exception of about £200 a year.

10987. How much is the income?—Last year it was £10,925.

10988. And you have not the voting system at your institution?—No. The patients are admitted at the discretion of the committee.

10989. Do you think the fact that it is a charitable institution leads to economy in the management?—It does not affect us so much, because the charitable element in our income is very small. It is quite possible it would. If our income were chiefly derived from charity we should probably be more economical.

10990. Your income is derived in one sense from charity, because moneys are paid to you for the keeping of these children, whether from Guardians or private persons?—Yes, many ladies subscribe to pay for a child.

10991. Do you find that system acts well from the point of view of finance?—Yes.

10992. If that be so, do you think if there was a larger need for this kind of institution in the south-western counties, it could be continued on this basis?—Decidedly.

10993. There is no charge on the rates for this institution except so far as particular cases are paid for?—That is all.

10994. Are the authorities that send the cases satisfied; the Guardians and others?—Yes, we have had no complaints. When the deputations from the Board of Guardians come round, they generally express satisfaction with the results.

10995. Are all cases that come to you certified?—Yes.

10996. You have been, I think, in communication with the County Council of Devonshire on the question of dealing with cases that come under their attention under the Education Act?—Yes, they applied to us some time ago to undertake the education of their defective children, and a committee of the education authority met a sub-committee of the asylum authority and discussed the matter. My committee were willing to undertake the charge and to build separate dormitory accommodation for these children so that they could come and be educated in the same classes with our children in the workshops and schools, but with separate dormitories, but it was found we could not take them unless they were certified as imbeciles, therefore the scheme had to be dropped.

10997. The reason for your being unable to take them was that the institution was under the inspection of the Lunacy Commissioners as for idiots or imbeciles?—Yes.

10998. (*Dr. Needham.*) It is registered as an institution for idiots and imbeciles, therefore they can take no others.

10999. (*Mr. Loch.*) Suppose that difficulty had not existed, would you have been able to deal with these cases?—Yes, we should have been able to take all the Devonshire cases, and if we eliminated the out-county patients, probably our institution would be sufficient for two, if not three, counties for a training institution.

11000. Granted that there was a difference in the classification by which a case which is now certifiable could go to you, there would be no difficulty in extending your present system to meet the demand?—No, no difficulty whatever.

11001. You spoke of a training institution; did you mean to suggest that these patients came to you for a short time only, and then after a short time were turned out?—Probably if the education authority sent them they would have to come for a stated time, but with our own cases at present there is no stated time; we keep them in until there is no possibility of any further improvement being effected.

11002. Suppose this scheme had been carried out would it have been possible for the children to pass through the school that you were ready to create, then to come into an institution like yours on the payment system?—It would be possible if there was an institution available for them.

11003. How long have you been working this Institution, personally?—About twenty-five years.

11004. During all that time you have had no difficulty in dealing with this demand on the basis of payment for the case?—No difficulty whatever; we always have more applications than we can possibly deal with, so that we have been able to select the most hopeful cases.

11005. Have you had cases that have come to you from special classes?—Yes, we have several in the Institution now.

11006. Do you find practically the special class produce cases of all types, imbeciles high and low grade, and idiots?—Yes, we have three or four different types now from them.

11007. Have you been able to test the utility of the special classes?—The cases we have had have not been at all hopeful, and have not been up to the standard of our own patients.

11008. That is to say the natural gravitation of the cases to you as an asylum deals with almost a superior class than goes to the special classes, so far as you can judge from those that come to you?—That is so.

11009. Do you think it is a matter really of the parents having money at their disposal to be able to dispose of their cases?—Yes, I think so.

11010. You have heard what was said about the special classes, as to their being so used possibly that they would deal eventually with a higher grade?—Yes.

11011. Do you think institutions such as yours, developed in the way you have described, could meet the demand for the other grade?—Yes, decidedly, I think that the special schools and special classes should be reserved for the dull and backward children and that all children that can be classified as mentally deficient should be sent to a training institution where their training can be continuous, not only during school hours but morning, noon, and night, and where there is more opportunity of teaching them industrial work, which is what they require. They should be put to it as young as possible, and it would be better done in an institution.

11012. Do you have any definitely charitable assistance in your place? Are there people who take it up and work for you, working, as people say, from charitable motives?—No, we have very little of that.

11013. Practically, it is like any other institution, it is a matter of contract?—Yes, that is so.

11014. You say here (*page* 633, *par.* 12): "Generally speaking, pupils are retained in the institution until their training is completed or until there is no probability of further improvement being effected in their condition. They are then either removed by their friends or discharged by the committee to make room for other cases." What happens to those whom you discharge?—Some are placed in situations and others are removed to the workhouse where they can carry on their trades that they have learnt, or make themselves useful.

11015. Have you been to the workhouse to see them?—No.

11016. Do you know how they get on at home, at all really?—I think during the last ten years about forty children have been placed out in the world. I have information from about twenty of them; several of those

are earning their own living independently, but they were brilliant exceptions, the others were living at home and making themselves of use going out to work for instance in gardens or doing needle-work at home and so on.

11017. But, properly speaking, you say there should be institutions for those whom you discharge?—Yes, certainly, they ought not to go out into the world, any of them, never mind how competent they are to work.

11018. Do you know, as a matter of fact, there are a great many institutions of one sort and another for the feeble-minded that are supported in the same way that yours is, namely, by paying for the case?—No, I do not know of any.

11019. (*Chairman.*) Do you agree generally with the evidence which was given by the representative of the Eastern Counties Asylum?—Yes.

11020. (*Mr. Byrne.*) About the possible developments of your work?—Yes.

11021. (*Chairman.*) Is there anything you wish to add?—Nothing.

APPENDICES.

APPENDICES.

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13	Regulations of the Custodial Institution of St. Joseph, Ursberg, Bavaria. (*See Question 3826*)	691
14	Copy of Correspondence with the Metropolitan Asylums Board respecting the Bridge School at Witham. (*See Question 4978*)	693
14*a*	Institutions for the treatment of Imbecile and Feeble-minded Persons under the control of the Metropolitan Asylums Board on February 9th, 1907. (*See Question 4978, pages 281 and 282 ante*)	693
15	Outline of a scheme of Education by which it is believed the mind would be strengthened and the tendency to feebleness of mind diminished, by Charles Mercier, Esq., M.D., F.R.C.P. (*See Questions 6735–6*)	694
16	Tables to show the Number of Children (Boys and Girls) of various ages from below seven to over sixteen in the Homes under the Metropolitan Asylums Board, and the offences with which they were charged from 1902 to 1904 inclusive. (*See Question 8728*)	704–709
17	Site Plan of the Langho Epileptic Colony. (*See Question 9444*)	711 (*a*)
18	Copy of letter received from Miss Helen Bennington, Lady Superintendent of the Rescue work in York with reference to the Evidence given by Dr. Bedford Pierce, before the Royal Commission. (*See Question 10577*)	710

ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

1.—TABULAR STATEMENT OF CERTAIN STATUTORY PROVISIONS RELATING TO POWERS AND DUTIES OF THE LOCAL GOVERNMENT BOARD AND POOR LAW AUTHORITIES.

(Sent in by A. W. Adrian, Esq., C.B., K.C. See Question 92.)

I. Uncertified Persons of the Pauper Class.

Subject.		Statutory Provision.	Reference to Question in Evidence.
General.	Particular.		
Indoor Relief :—	*Rules, etc., of Central Authority :—*	Poor Law Amendment Act, 1834 (4 and 5 Wm. IV., cap. 76).	8
1. By separate Boards of Guardians throughout England and Wales.	Management of Poor Government of Workhouses Guidance and Control of Guardians and Parish Officers.		
	Execution of Poor Law Acts	S. 15	
	Classification of the Poor in Workhouses.	S. 26	
	Regulation of nature and amount of relief and labour ; and good order in workhouses.	S. 42	
	Appointment, qualification, duties, continuance in office, dismissal, security and salaries of paid officers.	S. 46	
	Removal from office of paid officers	S. 48	
	Workhouses :—		
	Definition	S. 109	10
	Provision of workhouses	S. 23	
	Enlargement or alteration of workhouse.	S. 25	
	Building, etc., of workhouses Purchase, etc., of land Dieting, clothing, etc., of paupers Regulation of workhouses Governing and employing paupers in workhouses.	4 and 5, Wm. IV., cap. 76	15
	Relief of the poor	S. 21 and S. 54 Poor Law Amendment Act, 1849 (12 and 13 Vict. cap. 103).	
	Reception of Indoor poor in workhouses of other Unions.	S. 14	
2. By separate Boards of Guardians in London.	*London Workhouses :*		
	Reception of Indoor Poor in Workhouse for particular classes : (*a*) On direction of Local Government Board, and	Metropolitan Poor Act, 1867 (30 Vict. cap. 6), S. 50.	16
	(*b*) by agreement of Guardians and subject to approval and regulations of the Local Government Board.	Metropolitan Poor Amendment Act, 1869 (32 & 33 Vict. cap. 63), S. 17.	17
	Grants and Repayments.		
	Special Grant by London County Council of 4d. a day for every Indoor Pauper.	Local Government Act, 1888 (51 & 52 Vict c. 41), S. 43. (1b & c.)	18
	Calculation of averages and definition of expression "Indoor Relief."	Metropolitan Poor Amendment Act, 1870 (33 & 34 Vict., cap. 17), S. 1. (1.)	
	Repayments of certain expenses from Metropolitan Common Poor Fund.	Metropolitan Poor Act, 1867 (30 Vict. c. 6), S. 69, and Metropolitan Poor Amendment Act, 1870 (33 & 34 Vict. c. 18), S. 1.	19
3. By Provincial Combinations	*Combinations under Joint Committees.*		
	Combination by Local Government Board, on representation, with consent, of two or more Unions, and constitution powers, rights, duties, liabilities, election, proceedings, officers' expenses, etc., of Joint Committees.	Poor Law Act, 1879 (42 & 43 Vict. c. 54), S. 8.	21

I. UNCERTIFIED PERSONS OF THE PAUPER CLASS—*continued.*

Subject.		Statutory provision.	Reference Question in Evidence.
General.	Particular.		
Indoor Relief.	*Combinations under School Managers.*		
4. By Combinations for District Schools throughout England and Wales.	Combination by Local Government Board of Parishes and Unions for management of infant poor not above 16 years of age.	Poor Law Amendment Act, 1844 (7 & 8 Vict. cap. 101), S. 40.	53
	Constitution of Boards of Management.	S. 42.	
	Qualification of members - -		
	Period of office - - - - -		
	Relief, management, and government of school inmates.	S. 43.	54
	Appointment, etc. of paid officers -		
	Provision of school buildings - -		
	Reception of infant poor from Unions outside District.	S. 51.	
	Contributions and expenses - -	SS. 46 & 47, and Poor Law Amendment Act, 1868 (31 & 32 Vict. c. 122), S. 11.	
	Expenses in London of maintenance and other common charges of District Schools.	Metropolitan Poor Act, 1867 (30 Vict. c. 6), SS. 48 & 69, and	55
	Expenses of maintenance of children.	Metropolitan Poor Act, 1898 (61 & 62 Vict. c. 45), S. 1 (2).	
Indoor Relief :—	*London Combinations under Asylum Managers.*		
5. By Combinations for Asylums in London.	Combination of unions, &c., into Districts for the provision of Asylums for sick, insane or infirm, or other classes of poor.	Metropolitan Poor Act 1867 (30 & 31 Vict., cap. 6) S. 6.	59
	Constitution of Managers elective and nominated.	SS. 8, 9, 10 & 11.	
	Powers of Lunacy Commissioners.	S. 30.	
	Provision of buildings.	SS. 15 & 16.	60
	Fixtures, furniture, etc.	S. 20.	
	Relief, maintenance and management of inmates.	S. 22.	
	Appointment, payment and control of officers.	S. 25.	
	Admission of persons.	S. 21.	
	Government of asylum and inmates.	S 23.	
	Expenses in respect of buildings, fixtures, necessaries and salaries.	Metropolitan Poor Act 1867 (30 & 31 Vict., cap. 6) S. 31.	61
	Expenses of maintenance of inmates.	S. 32.	
	Repayments from Metropolitan Common Poor Fund.	S. 69.	62
	Expenditure certified by Auditor.	S. 70.	
	Powers for providing, etc. Asylums extended to other buildings, ships, huts, tents, etc.	Divided parishes and Poor Law Amendment Act 1876 (39 & 40 Vict., c. 61) S. 40 Metropolitan Poor Act 1871 (34 & 35 Vict., c. 15) S. 1.	63
Outdoor Relief :—	*Powers of Central Authority, Guardians, Overseers and Justices.*		
By Boards of Guardians throughout England and Wales.	Outdoor relief to able-bodied - -	Poor Law Amendment Act 1834 (4 & 5 Wm. IV. c. 76) S. 52.	77
	Relief by Overseers in cases of sudden and urgent necessity.	S. 54.	78
	Limited power of Justices- - -	S. 27.	
	Relief in Institutions.		
	Reception, maintenance, and Instruction in Institutions of blind or deaf and dumb. Charges of conveyance.	Poor Law Amendment Act 1867 (30 & 31 Vict. cap. 106) S. 21.	84
	Certified Schools.		
	What may be certified schools - -	Poor Law (Certified Schools) Act 1862 (25 & 26 Vict., c. 43) S. 10.	85

I. UNCERTIFIED PERSONS OF THE PAUPER CLASS—*continued.*

Subject.		Statutory Provision.	Reference to Question in Evidence.
General.	Particular.		
Outdoor Relief:	*Certified Schools*—cont.		
By Boards of Guardians throughout England and Wales.	Maintenance, clothing, education, etc., of child in certified school.	Poor Law (Certified Schools Act 1862 (25 & 26 Vict., c. 43) SS. 1 & 6. Poor Law Amendment Act 1866 (29 & 30 Vict., c. 113) S. 14, and The Poor Law Amendment Act 1868 (31 & 32 Vict., c. 122) S. 23. Divided Parishes and Poor Law Amendment Act 1882 (45 & 46 Vict., c. 58) S. 13.	
	Issue and withdrawal of certificate as to school.	Poor Law (Certified Schools) Act 1862 (25 & 26 Vict., c. 43) S. 2	85
	Removal of child - - - -	SS. 3, 5 & 7	
	Visitation and Inspection of school.	S. 4	
	Religious restriction - - - -	S. 9	
	Relief of defective children in Uncertified Schools.		
	Reception of deaf and dumb or blind children in uncertified schools.	Poor Law Amendment Act, 1868, (31 & 32 Vic., c. 122), S. 42; and Elementary Education (Blind and Deaf Children) Act, 1893, (56 & 57 Vict., c. 42), S. 13	86
	Special Classes of Schools.		
	Contributions towards cost of provision and maintenance of Special Class or School for defective and Epileptic children.	Elementary Education (Defective and Epileptic Children (Act, 1899, (62 and 63 Vict., c. 32), SS. 1, 9 & 10	87
	Subscriptions to Hospitals, etc.		
	Subscriptions to hospitals and infirmaries, etc.	Poor Law Amendment Act, 1851, (14 & 15 Vict., c. 105), S. 4 Poor Law Act, 1879, (42 & 43 Vict., c. 54), S. 10; and Cruelty to Children Act, 1904 (4 Edw. VII., c 15), S. 26	88
	Arrangements in London with Hospitals or Dispensaries.	Metropolitan Poor Amendment Act, 1869 (32 & 33 Vict., c. 63,) S. 16	
	Proprietary Establishments for Poor Inmates.		
	Management of Proprietary Establishments for reception of poor.	Poor Relief Act, 1849, (12 & 13 Vict., c. 13), SS. 1 & 2	89
	Inspection of Establishments - -	SS. 7 & 8	
	Relief of Idiots in Asylums, etc.		
	Reception of idiots and imbeciles in Asylums or other Establishments.	Poor Law Amendment Act, 1868, (31 & 32 Vict., c. 122), S. 13; and Idiots' Act, 1886, (49 & 50 Vict., c. 25), S. 15	90
	Provisions applicable to hospitals, etc., established under the Idiots' Act, 1886.	SS. 8, 11 & 17	

II. UNCERTIFIED PERSONS NOT OF THE PAUPER CLASS.

Aid rendered to Non-paupers.	*Prevention of Cruelty.*		
	Provision for reception of children brought to workhouse.	Prevention of Cruelty to Children Act, 1904, (4, Edw. VII. c. 15), S.5 (4)	94

II. UNCERTIFIED PERSONS NOT OF THE PAUPER CLASS—*continued.*

Subject.		Statutory Provision.	Reference to Question in Evidence.
General.	Particular.		
Aid rendered to Non-paupers.	*Prevention of Cruelty*—cont.		
	Costs of proceedings	Prevention of Cruelty to Children Act 1904, (4 Edw. VII. c. 15) S. 21 and Offences Against the Person Act 1861 (24 & 25 Vict. c. 100) S. 73.	94
	Temporary removal of Lunatic to Workhouse.		
	Reception of Lunatic in Workhouse.	Lunacy Act 1890 (53 & 54 Vict. c. 5) S. 20.	
	Medical Relief.		
	Medical Relief no disqualification.	Medical Relief Disqualification Removal Act 1885 (48 & 49 Vict. c. 46) SS. 2 & 4.	95
	Assistance in Accidents, &c.		
	Assistance in cases of accident, bodily casualty or sudden illness.	Poor Law Amendment Act 1848 (11 & 12 Vict. c. 110) S. 2	96

III. MISCELLANEOUS.

Inspection of Workhouses.	*Inspection.*		
	Powers of by Inspectors of Local Government Board.	Poor Law Board Act 1847 (10 & 11 Vict. c. 109) S. 20.	97
	Enquiries and the summoning of witnesses.	S. 21	
Visitation by Guardians.	Appointment of visitors on neglect of visiting Committee.	S. 24.	98
	Detention.		
	Detention of paupers in Workhouses.	Pauper Inmates Discharge & Regn. Act, 1871 (34 & 35 Vict. c. 108) Poor Law Act 1899 (62 & 63 Vict. c. 37)	103
Acquisition of lands and buildings by Poor Law Authorities.	*Lands.*	Union and Parish property Act 1835 (5 & 6 Wm. IV c. 69 S. 1. 7 Wm. IV. & 1 Vict. c. 50. S. 1. and Workhouse Sites Act 1857 20 & 21 Vict. c. 13) S. 1.	104
	Sale of Lands and buildings for workhouse purposes and acquisition by Guardians.		
	Acquisition by Boards of Management for School Districts.	Poor Law Amendment Act, 1844 (7 & 8 Vict. c. 101) S. 43.	
	Acquisition by Managers of Asylum Districts in London.	Metropolitian Poor Act 1867 (30 & 31 Vict. c. 6) S. 16. Poor Law Act, 1897 (60 & 61 Vict. c. 29) S. 2.	
	Definition of "lands" for the purposes of the Act.	Metropolitan Poor Act, 1867 (30 & 31 Vict. c. 6) S. 52	
	Restriction on exercise of powers of Lands Clauses Acts.	SS. 53 & 54.	
	Purchase of lands adjacent to Asylum in London.	Poor Law Act 1889 (52 & 53 Vict. c, 56) S. 5.	
Borrowing by Poor Law Authorities.	*Loans.*		
	Borrowing by Guardians.	Poor Law Act 1889 (52 & 53 Vict. c. 56) S. 2 (1, 2, 3, & 4); and Poor Law Act 1897 (60 & 61 Vict. c. 29) S. 1.	105
	Borrowing by Managers of District Schools.	Poor Law Act 1889 S. 2 (1, 2, 3, 4, & 5) and Poor Law Act 1897 S. 1. and	
	Borrowing by the Metropolitan Asylums Board.	Poor Law Act 1889 S. 2 and Poor Law Act 1897 SS. 1 & 2.	

2.—LETTER RECEIVED FROM HENRY F. POOLEY, ESQ., ASSISTANT SECRETARY TO THE BOARD OF EDUCATION AS TO COST OF PROVIDING OR ESTABLISHING INSTITUTIONS FOR FEEBLE-MINDED OR EPILEPTIC CHILDREN.

(*See Question* 295.)

Board of Education.

February 28th, 1905.

DEAR SIR,

When I gave evidence before the Royal Commission on the 21st November, 1904, I was asked whether I could submit some evidence as to the cost of providing or establishing boarding institutions for feeble-minded or epileptic children.

I have examined the accounts and returns received in the Board of Education from ten certified boarding institutions, of which three are for blind children, one for deaf children, one for both blind and deaf children, four for feeble-minded or defective children, and one for epileptic children, and I append a short statement of the result in each case.

I also append a statement which has been furnished to me by the Reverend Dr. Paton, Chairman of the Executive Committee, showing the capital expenditure on the Christian Union's Epileptic Homes and School at Lingfield, Surrey, an institution recently certified by the Board of Education.

It will be seen that the cost of provision varies from £360 a head in the case of the two small institutions provided by the London School Board, to about £150 a head in the North Staffordshire and Lingfield institutions.

In several cases there are not sufficient data for a calculation.—Believe me, very faithfully yours,

H. F. POOLEY.
(*Assistant Secretary.*)

To the Secretary,
Royal Commission.

LEEDS BLENHEIM COUNCIL BLIND SCHOOL.

This residential school was built by the Leeds School Board in and after 1896 at a cost of £26,218, met by three loans. The school is certified for forty-nine blind scholars (boarding), fifty-nine deaf scholars (boarding) and also for 100 day scholars. Thus the cost of provision of this institution, including the accommodation for day scholars, comes out at £243 a head on the number of resident scholars.

The annual cost of maintenance (Statement of accounts for year ended May 31st, 1903) is £4,088 or £38 a head on the number of resident scholars. But this amount includes the maintenance of the day scholars.

WANDSWORTH COMMON, BOLINGBROKE GROVE ROAD BLIND SCHOOL.

This is a residential school certified for thirty blind boys. The premises were provided by the London School Board in 1902 by means of a loan for £10,793 of which £6,450 was for the purchase of site and buildings and the balance, £4,343, for alterations, furniture, etc.

Thus the cost of provision was £360 a head.

The statement of accounts for the year ended August 31st, 1903, shows that the cost of maintenance was £1,078, inclusive of £64 for rates and repairs to buildings, or £36 a head.

HACKNEY EAST LONDON HOME BLIND SCHOOL.

This is a residential school certified for thirty blind children (fifteen boys and fifteen girls). It has been conducted since 1901 in two suitable houses which are rented at £155 a year for the two.

The annual cost of maintenance (1904) is £40 a head, inclusive of the charge for rent. The records of the Board of Education do not show what was the initial outlay on alterations or repairs.

HOMERTON RESIDENTIAL BOARD DEAF SCHOOL.

This is a residential school now recognised for forty deaf children. It is conducted in the premises of the old Homerton College which were purchased by the London School Board in 1899, at a cost of £14,660. Thus the cost of provision was £360 a head.

The cost of maintenance in 1902 appears to have been £74 a head. But this year seems to have been exceptional as there were only seventeen boarders.

NORTH STAFFORDSHIRE JOINT BOARDS.

BLIND AND DEAF SCHOOL.

These residential schools, certified for twenty-seven blind children and for 112 deaf children, were built in and after 1896 by a combination of school boards. The cost of provision, met by these loans, amounted to £20,760, or £149 a head.

The amounts for 1902, show that the cost of maintenance for the year, including a payment of £520 for interest, was £5,079, or £40 a head on the 128 scholars in residence.

SANDLEBRIDGE HOME SPECIAL SCHOOL FOR DEFECTIVE CHILDREN.

(The cost of this institution could best be obtained from Miss Dendy who gave evidence before the Royal Commission.)

So far as can be ascertained from the records of the Board of Education the two existing homes, certified for twenty boys and twenty-four girls, cost about £6,500. Two new homes are projected for twenty-five boys and twenty-five girls, at an estimated cost of £4,000. The site of 20 acres, the gift of the Lewis trustees, is valued at £2,000.

Thus the total cost of provision for forty-five boys and forty-nine girls will be £12,500, or £133 per head.

WEST KIRBY CONVALESCENT HOME.

This is at present certified as a day school for twenty defective children who are patients in the convalescent home, but attend for instruction in a school room specially constructed for them. The records of the Board of Education do not supply any information as regards cost which would be useful to the Royal Commission.

PIELD HEATH HOUSE—HILLINGDON,

Is now certified as a residential institution (Roman Catholic) for sixty defective children who are housed in four homes for fifteen in each.

The site of 8 acres, with a house standing on it, was advertised for sale at £4,000, but we have no information as to the cost of alterations and additional buildings.

The annual expenses of maintenance in 1893 were £56 per head (twelve scholars).

LITTLETON HOME SPECIAL SCHOOL, GUILDFORD,

Is a residential home certified for eight defective children.

There is no information in the office as to the cost of provision.

The annual cost of maintenance in 1903 was £37 a head (seven children).

MUCH HADHAM (ROMAN CATHOLIC) EPILEPTIC INSTITUTION.

This is a Roman Catholic residential institution for sixty epileptic children in four homes newly built on a site of 54 acres.

There is no information in the office as to the cost of provision or (at present) of maintenance.

STATEMENT FURNISHED BY THE REV. DR. PATON.

February, 1905.

Capital Expenditure on the Christian Union's Epileptic Homes and School, Lingfield, Surrey, having accommodation for ninety children of school age and ten young persons over sixteen years (exclusive of "floating capital" required to provide for current expenditure until the quarterly payments for maintenance are received).

	£	£
Expenditure previous to this date :—		
Ruston House and Carter Wing	5,500	
The Homestead and Children's Annexe	3,300	
Proportion of laundry and water tower	1,600	
School Hall	1,275	
Proportion of Chapel	200	
Provision of staff	300	
Land for site (part of farm of 260 acres, costing £13 per acre, 6 acres of the best part of which have been allotted to School and Homes), say	180	
Use of farm for training and object lessons	120	
Laying out and stocking garden	150	
Roads and paving	150	
Sewage	150	
Fencing	50	
		12,975
Say £130 per bed.		
Additions necessary for the more efficient working of the Homes :—		
Lodge for gardener, and others	500	
Sanatorium and mortuary	1,200	
Additional paving	250	
Chapel improvements and extension	300	
Additional sewage	200	
		2,450
Total		£15,425

Say £155 per bed.

N.B.—In building, *de novo*, 10 per cent. margin should be allowed for an improved type of building ; but if the number of children be increased to 300 certain economies could be effected.

2A.—SPECIMEN FORMS IN USE IN THE SANDLEBRIDGE BOARDING SCHOOL.

(Handed in by Miss Mary Dendy. See Question 834.)

Particulars of Family History of Child.

1. What is the bodily and mental condition of the parents?
2. Are they temperate or otherwise?
3. Family History:

(Living) Present Age.	Present state of Health.	Age at date of Death.	Cause of Death.	Year of Death.
Father alive, aged		Father, died, aged		
Mother, alive, aged		Mother, died, aged		
Brothers alive, aged		Brothers died, aged		
Brothers alive, aged		Brothers died, aged		
Brothers alive, aged		Brothers died, aged		
Brothers alive, aged		Brothers died, aged		
Sisters alive, aged		Sisters died, aged		
Sisters alive, aged		Sisters died, aged		
Sisters alive, aged		Sisters died, aged		
Sisters alive, aged		Sisters died, aged		

4. Has any near relative, dead or living, suffered from Insanity, Fits, Consumption, Scrofula, or any other hereditary disease?
5. When was the mental deficiency of the child first observed?
6. To what cause is this mental deficiency attributed? -
7. Is the child subject to Epileptic or other Fits? - -
8. From what illness has the child suffered? - - -
9. Has the child received any special treatment? if so where?
10. Is the child improving or otherwise? - - - -
11. When did the child commence to walk? - - -
12. When did the child commence to talk? - - -

Name and address of person giving the above information:

Date,

Particulars as to Progress of Child.

Name of School:

Name of Scholar:

Date of Birth:

Date of Admission to Special Class:

	Proficiency in				Your opinions as to			Number of Attendances at Special Class.	Initials of Teacher.
	Reading.	Writing.	Number.	Hand-work.	General Intelligence, Knowledge, of Form, Colour, etc.	Character and Conduct.	Health.		
At time of Admission								Months.	
6 Months after „								1st Six	
1 Year „ „								2nd „	
1½ Years „ „								3rd „	
2 „ „ „								4th „	
2½ „ „ „								5th „	
3 „ „ „								6th „	
3½ „ „ „								7th „	
4 „ „ „								8th „	
4½ „ „ „								9th „	
5 „ „ „								10th „	

N.B.—In filling up this sheet, avoid, as far as possible, general terms such as "very fair," "moderate," &c., but say in the simplest words possible what the scholar can do.

Remarks of the Medical Officer.

3.—ANALYSIS OF FAMILY HISTORIES IN CONNECTION WITH THE SANDLEBRIDGE BOARDING SCHOOL.

(Handed in by Miss Mary Dendy. See Question 834.)

Number of cases in which disease is known to have occurred in other members of the family	258
Insanity only	175
Epilepsy only	39
Insanity and epilepsy	44

CONSUMPTION.

Number of cases in which consumption is known to have occurred in other members of the family	77

DRINK.

Number of cases in which there was a definite history of drink	53

SOBRIETY.

Number of cases in which there was a definite history of sobriety	51

3A.—COPY OF AGREEMENT BETWEEN THE CHESHIRE COUNTY COUNCIL AND THE INCORPORATED LANCASHIRE AND CHESHIRE SOCIETY FOR THE PERMANENT CARE OF THE FEEBLE-MINDED.

(Sent in by Miss Mary Dendy. See Question 1000.)

An agreement made the twenty-seventh day of November, one thousand nine hundred and five, between the Cheshire County Council (hereinafter called "the Council") of the one part and the Incorporated Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded (hereinafter called "the Society") of the other part. Whereas the Society have already erected upon land belonging to it and situate at Sandlebridge, in the County of Chester, buildings which have been certified by the Board of Education as schools for boarding and lodging defective children pursuant to the Elementary Education (Defective and Epileptic Children) Acts, 1899 and 1903, and are proposing to erect a further building, there to be certified and used for the like purpose, and have entered into a contract for the erection of such building for the sum of four thousand nine hundred and ninety-five pounds. And whereas the Council have agreed to pay to the Society the sum of two thousand pounds as a contribution towards the cost of erecting and furnishing such further building upon the terms hereinafter appearing, now it is agreed—

1. The Society will forthwith erect and furnish at Sandlebridge such a further building as aforesaid in accordance with plans approved by the Board of Education.

2. The Council shall within seven days from the date hereof pay to the Society the sum of one thousand pounds, part of the said sum of two thousand pounds, and will pay to the Society the remaining one thousand pounds upon the Society's architect certifying that the building is completed in accordance with the said plans.

3. On the completion of such building and on its being duly certified by the Board of Education as a school for defective children, the Council, in consideration of the payment of the said sum of two thousand pounds, shall from time to time be entitled to send and the Society shall from time to time receive from the Council children who are mentally defective within the meaning of the said Acts (but not epileptics), not exceeding twenty-five at any one time, for lodging, maintenance, medicine, clothing, care and education in the schools maintained by the Society at Sandlebridge, and in which such children may, according to the law in force for the time being, be maintained and educated upon and subject to the conditions following, that is to say :—

(1) Each such child shall be not less than seven and not more than thirteen years old, except with the consent of the Society.

(2) The Council shall pay to the Society in respect of each such child while under the care of the Society, and until he or she attains the age of sixteen years, at the rate of twenty pounds per annum by equal quarterly instalments on the four usual quarter days, provided that the Society shall not be obliged to retain any child for whom the Council shall have ceased to pay at the rate aforesaid.

(3) The Society shall not be bound to receive any such child unless it shall be certified by the Society's medical officer as suitable for maintenance and instruction in one of the Society's schools, and if any child having been so received shall subsequently appear to the Society's medical officer to be unfit for retention in any such school, such child shall be removed by and at the expense of the Council within one month after receipt of notice in that behalf from the Society.

(4) After the expiration of six months from the date of the said new building being certified by the architect as complete, the Council shall give to the Society at least one month's notice in writing if and whenever the Council shall desire to send any child to be received by the Society as aforesaid.

4. The Council shall be entitled to nominate from time to time one Member of the Governing Body of the Society, and the Society shall from time to time so far as shall be consistent with the effectual working of the Society's school or schools furnish the Council with such information regarding children received from the Council as shall be reasonably required by the Council.

5. If at any time the Society shall cease to maintain at Sandlebridge a certified school or schools for defective children, the Society shall thereupon refund to the Council a sum of money equal to the said sum of two thousand pounds, after deducting therefrom sixty-six pounds thirteen shillings and fourpence for each or part of a year which shall have elapsed from the date hereof.

In witness whereof the Council and the Society have respectively caused their Common Seals to be hereunto affixed the day and year before written.

The Common Seal of the County Council of Chester was hereunto affixed in the presence of

GEORGE DIXON, *Chairman.*
REGINALD POTTS, *Clerk.*

4.—PARTICULARS OF THE ACCOMMODATION PROVIDED BY THE INCORPORATED LANCASHIRE AND CHESHIRE SOCIETY FOR THE PERMANENT CARE OF THE FEEBLE-MINDED.

(*Referred to by Miss Dendy in Question* 822.)

SANDLEBRIDGE BOARDING SCHOOLS.

Old schools, 60 children. New schools, 65 children.
Farm house, 20 young men.
In residence, old schools, 59 children.
In residence, in farm, 6 youths.
Passed for admission to new school and will go in on July 5th, 1906, 16 children.

WARFORD HALL

In the hall, accommodation for 40 better class boys.
In the farm, accommodation for a certain number of young men.
A laundry where all the washing for the colony will be done.
Other buildings which can be adapted for older girls.

LAND.

The two estates together (which nearly adjoin) 100 acres. Six lads are now employed on the farm and five in the gardens and greenhouses attached to Warford Hall.

MARY DENDY.

June 21st, 1906.

Education Offices,
Deansgate, Manchester.
2nd June, 1906.

H. B. Mothersole, Esq.,
Royal Commission House,
Old Palace Yard, Westminster,
London, S.W.

DEAR SIR,—In reply to your letter of the 1st instant we shall be very pleased to have the plans of the special schools at Sandlebridge inserted in the Appendix of your Report.

The building will accommodate 65 children; 33 girls and 32 boys. The cost of building, apart from land, is £5,000; to this should be added £400 for furniture, floor-covering, etc. The entire cost of the provision thus being £5,400, equal to £83 1s. 6½d. per bed.

I enclose herewith a description of the building.

Yours faithfully,
C. H. WYATT.

SANDLEBRIDGE BOARDING SCHOOLS FOR FEEBLE-MINDED CHILDREN.

The accompanying plans are for a boarding school just completed by the Incorporated Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded. The building has been designed for 65 children. Of these 35 girls will be accommodated in the rooms on the north side and 30 boys in the rooms of the south side.

The building is divided into two parts by rooms for administration to be occupied by the matron and staff. A service staircase is provided in the centre of the building by which the matron and staff can gain access to all the rooms, but each wing will be strictly reserved for the children for whom it is provided.

The girls' side consists of dining-room, playroom, cloak-rooms, etc., on the ground floor, and above on the first floor are two dormitories, each supervised from an adjacent room which will be occupied by a member of the staff; bath-rooms and lavatories with hot and cold water.

The boys' part is on the other side of the building and consists of similar accommodation. Each wing is provided with a well-constructed staircase for the use of the children.

There are no internal latrines in the building—these are provided in the yard. In case of sickness a room for an earth closet is provided in each wing.

The building is of plastic (Accrington) brick with terra cotta facings throughout. All the rooms have tiled dadoes, the walls above dado-height being finished in plaster.

The heating throughout is by open fireplaces, all provided with fire guards. There is an ample supply of town's water from the public mains.

The scheme has been to provide a building of first-class character without any extravagance. Internal passages have, as far as possible, been dispensed with. All windows are made to open top and bottom. A distinct feature of the building is that there is not a dark corner in any of the rooms. Attention is drawn to the wash bowls at the entrance of each wing. The floors are of wood throughout with the exception of kitchen, bath-room, and lavatories; these are of lignite and impervious flooring material which has the advantage of being warmer than concrete.

This building is the latest addition to the accommodation provided by the Lancashire and Cheshire Society for the Permanent Care of the Feeble-minded at Sandlebridge, near Alderley Edge, Cheshire. As the name of the society denotes, permanent care is to be provided for the children sent by different local authorities. The total accommodation now supplied for children in the special boarding schools at Sandlebridge amounts to 180 beds. The original site consisted of 20 acres. This year there has been purchased an adjoining estate of 76 acres, known as Warford Hall. This additional land has been acquired for the purpose of providing employment for the inmates after they reach the age of sixteen years.

The mansion at Warford is to be used as a private boarding school for paying pupils. Other buildings on the estate are to be adapted as homes for the older girls and laundries for their employment; whilst farming operations and workshops and extensive ranges of green-houses will meet the needs of the older boys who are lodged in the neighbouring farm buildings.

C. H. WYATT.

1st June, 1906.

6.—STATEMENT SHEWING THE AVERAGE WEEKLY COST PER INMATE OF THE SANDLEBRIDGE (CHESHIRE) BOARDING SCHOOL FOR THE FEEBLE-MINDED, FOR THE YEAR ENDED 29th SEPTEMBER, 1904.

(Referred to by Miss Dendy in Question 824.)

	Average Weekly Cost per Inmate. s. d.
1. *Staff Expenses.*	
Salaries and wages	
Superior officers and teachers including books, &c.	1 9
Subordinate officers	1 3¾
Provisions and household stores	11¼
Laundry (included in wages of subordinate officers.)	
2. *Inmates' Expenses.*	
Provisions and household stores	3 1½
Clothing (Laundry, *see* above)	8
Medical requisites, drugs, etc.	3¾
Allowances, amusements, etc.	
Expenses (travelling)	½
Funerals	
3. *General Expenses.*	
Fire and light	8½
Household stores (see above.)	
Furniture and fittings (repairs) / Ordinary repairs (including wages)	5¼
Rates, taxes, insurance and water	7
4. *Management Expenses.*	
Secretarial expenses	5½
Managers' and Officers' travelling expenses / Printing, stationery and advertisements / Telegrams, stamps and cheque books / Legal expenses and bank charges	½

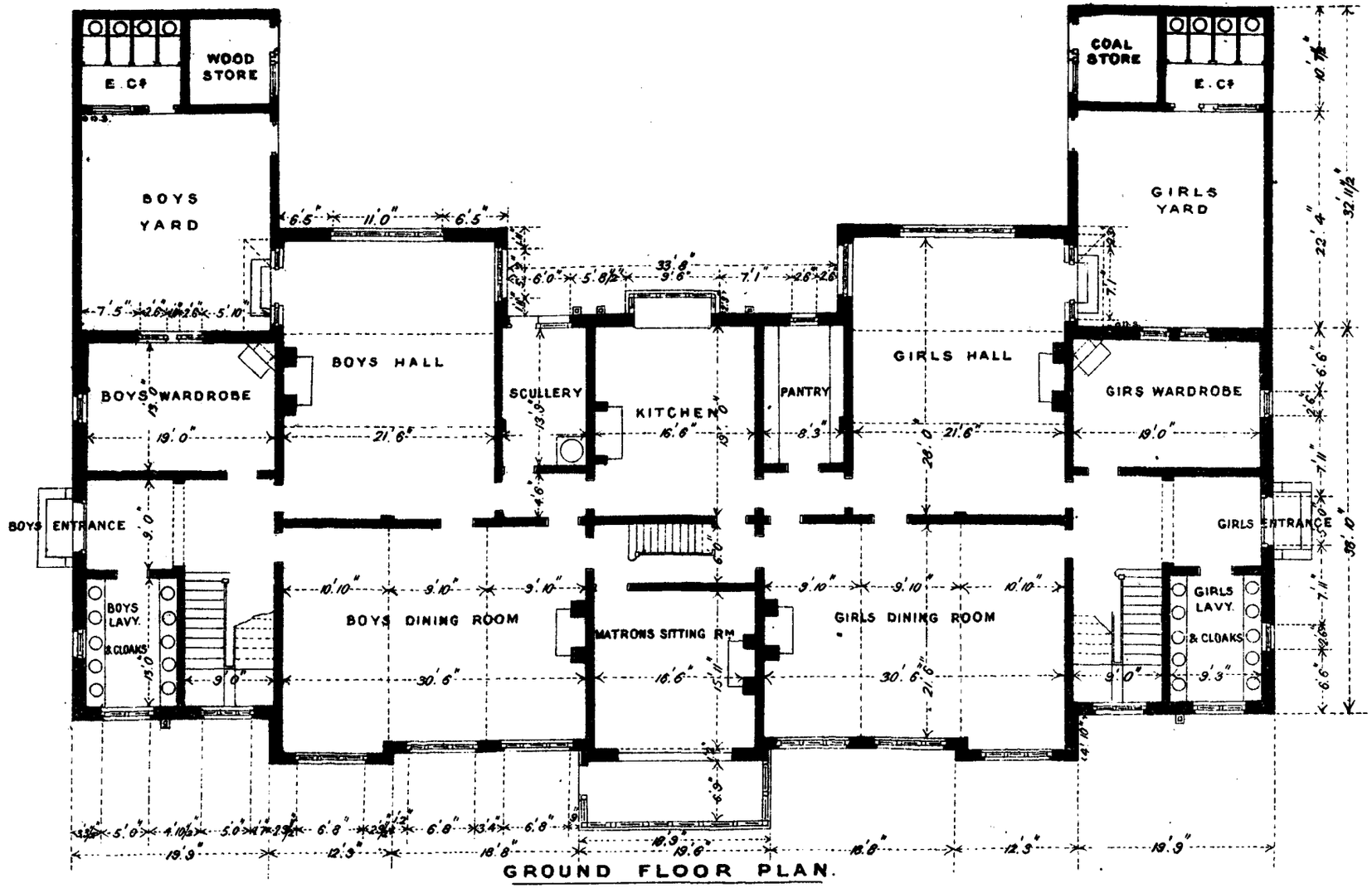
	Average Weekly Cost per Inmate. s. d.	
5. *Rent, Repayment of Loans and Sinking Fund.*		
Rent / Repayment of loans or payment to sinking fund		Premises are the property of the Society and are not encumbered.
6. *Improvements and Additions.*		
Structural improvements and alterations		
Furniture and fittings (other than replacements		
7. *Industrial Expenses.*		
Instructors' wages		
Shoemaker		
Basketmaker		
Materials for basket work		
8. *Farm and Gardens.*		
Wages / Live stock / Food stuffs and manures / Implements, trees, plants and seeds / Other expenses		Not in full operation at date of return.
9. *Other payments (to be specified).*		
Cartage		

650a.

5 - SANDLEBRIDGE SPECIAL SCHOOL

NEW BOARDING SCHOOL FOR 65 CHILDREN TO BE OPENED IN JULY 1906.

(Referred to by Miss Dendy in Question 822.)



GROUND FLOOR PLAN.

Scale of Feet

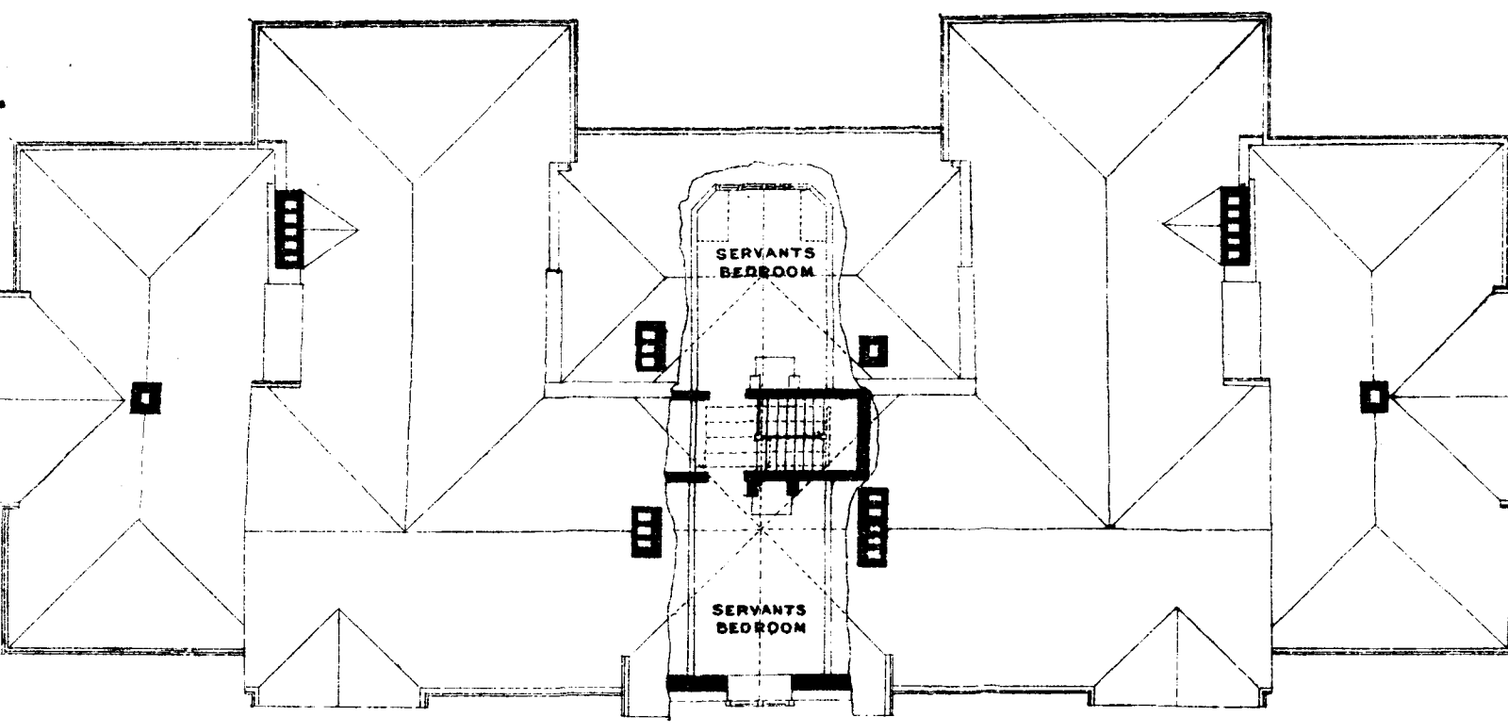
FEET 8 7 6 5 4 3 2 1 0 8 16 24 32 40 FEET

Weller & Graham, Ltd Litho. London.

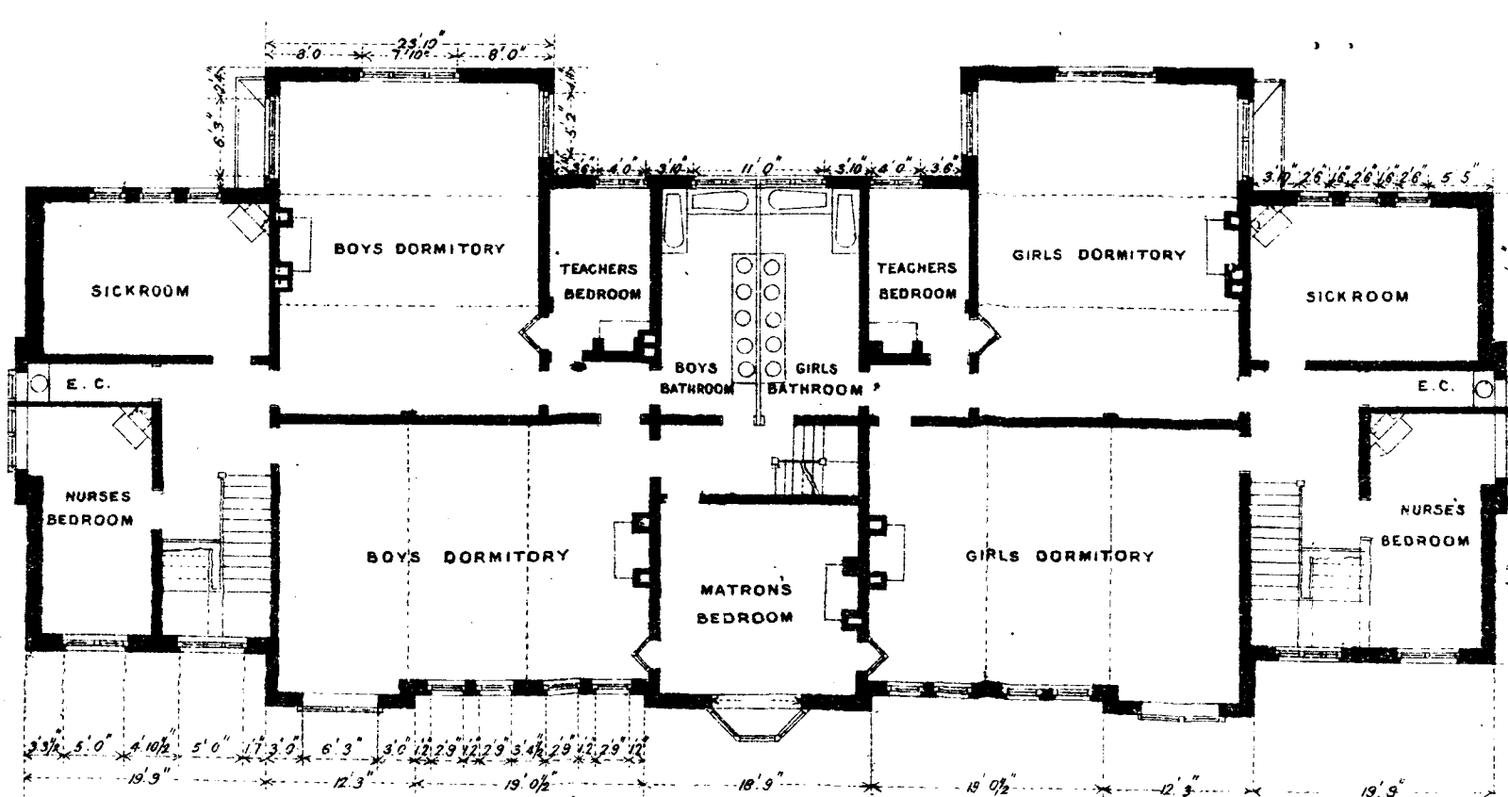
.5 - SANDLEBRIDGE SPECIAL SCHOOL

NEW BOARDING SCHOOL FOR 65 CHILDREN TO BE OPENED IN JULY 1906.

(Referred to by Miss Dendy in Question 822.)



ROOF PLAN SHEWING ATTICS



FIRST FLOOR PLAN

Scale of Feet

FEET 8 4 0 8 16 24 32 40 FEET

Weller & Graham, Ltd Litho. London.

7.—PARTICULARS OF DISCHARGES FROM REFORMATORY INDUSTRIAL SCHOOLS ON ACCOUNT OF MENTAL INCAPACITY.

EXHIBIT "A."—MEDICAL OPINION ON CASES DISCHARGED FOR MENTAL INCAPACITY, 1900-1904.
(Handed in by J. G. Legge, Esq. See Question 1193)

Home Office No.	Medical Report.
	1900.
X77,711	"Mentally deficient . . . has now been here three months and has shown no improvement."
X77,842	"Of dull intellect and somewhat defective nutrition." Filthy habits.
X77,978	"Physically and mentally unfit for industrial training."
X78,027	"Unfit for industrial training owing to his mental condition."
X74,723 2	Stated to be of decidedly weak intellect.
X78,103	Mental condition stated to be such as to render undesirable that he should remain in the school.
X78,263	"Of feeble intellect and filthy habits."
X78,491	"Of weak intellect and poor physique."
X78.718	Discharge applied for "on account of mental incapacity and general debility."
X78,984	"Insane."
X79,263	"Mentally deficient."
X79,605	"Mental incapacity."
A61,960 5	"Insane."
X79,504	Stated to be weak-minded.
X80,370 123	"An imbecile."
X80,394	Stated to be of feeble intellect.
X80,414	"Mentally unfit for industrial training."
X80,457	"Of a weak intellect and stunted growth."
X81,086	"Suffering from cerebral irritation, producing frequent attacks of maniacal delirium."
	1901.
X81,497	"Scrofula, etc., and mental deficiency."
X81,497	"Scrofula, etc., and mental deficiency."
X81,565	"Suffering from strumous glandular swellings of the neck . . . has a feeble intellect."
X82,027	"I have examined L. B. as to her mental condition, and consider her incapable of being educated."
X82,042	"Suffering from an incurable affection of chronic ulceration of hands and feet and should be discharged from the school. And also his mental faculties are slightly deficient. During the eighteen months he has been under my supervision, twelve of these have been spent in the infirmary."
X 81,957	"Mentally deficient. Suffering from chronic aural catarrh."
X82,050 1 & 2	"Mentally deficient."
X82,306	"Suffering from filthy habits and of a low mental capacity."
X82,434	"Of weak intellect."
X82,483	"Mentally unfit."
X82,733	"Of weak intellect and also tubercular."
X82,964	"Has been three years in this school and has learned almost nothing. "She is also dirty in her habits, and is not a suitable child for this institution on account of mental incapacity."
X83,342	"Acute mania."
X83,569	"Insane."
X84,032	"Suffering at intervals from attacks of mania (she has eaten soap, knocked her head against the wall, rubbed carbolic acid on her face, etc.)."
X84,032	"Amentia (intellectual)."
X84,204	"Has remained a very dull child in spite of very much individual attention in school work . . . little prospect of her making satisfactory progress."
X84,290	"Quite unfit, both physically and mentally, for industrial training."
	1902.
X85,643	"Very backward, shows no capacity for learning, and is so feeble-minded that she is quite unfit for training, in fact cannot be taught."
X85,887 1	"Amentia (intellectual)."
X86,689	Particulars not on papers.
X86,786	"Mentally deficient . . . his habits have become worse, and he has become objectionable to the other boys."
X87,344	"Mentally deficient."
X75,552 14	"Of unsound mind."
X87,508	"Mentally and physically deficient, suffering from chorea with mental excitability of a specially injurious nature to himself and to those attending him. On account of his paralysis on the left side he is unable to properly feed himself. He is also suffering from deafness, and has a large cicatrix from old burn extending from the thigh to the foot, which by continual picking and tearing has produced intractable wounds."
100,361	"With the exception of defective eyesight and squint, her physical condition is good. She is, however, incapable of being instructed in even the simplest household duties, while in school work she makes no advance and knows little more than the alphabet."
102,762 1 & 2	"Of weak intellect."
	1903.
104,301	"Suffering from weak intellect, curvature of the spine, progressive muscular atrophy."
105,626	"Intellect imperfect and defective. Moral power requires strict supervision and control."
105,837	"An imbecile."
108,199	"Mentally deficient."
108,531	"Of very low mental power, if not absolutely an imbecile."
109,796	"Of unsound mind."
111,722	"Unfit for Reformatory training on account of feeble intellect."
111,722	"Unfit for Reformatory training on account of feeble intellect."
	1904.
118,267	"Of feeble intellect evidenced by eccentric habits, general lack of mental development, and associated with obvious micro-cephalic development of skull."
119,487	"Of unsound mind."
121,480	"In a condition of insanity."
123,730	"Mentally unfit for the training." "Has a marked neurotic inheritance, coming of insane parents, and periodically suffers from destructive outbursts."
	"Void of Intelligence."

EXHIBIT "B."—CHARGES UNDER WHICH FIFTY-ONE OF THE FIFTY-NINE CASES DISCHARGED FOR MENTAL INCAPACITY WERE ORIGINALLY COMMITTED. (*See Question 1195.*)

Charge.	No. of Cases
Larceny	15
Found wandering, etc.	14
Truancy	6
Immoral surroundings	4
Beyond control of parents	3
Begging	2
Vagrancy	2
Found destitute, etc.	1
Frequenting company of thieves	1
Attempting suicide	1
Refractory in Workhouse	1
Housebreaking	1
	51

EXHIBIT "C."—DISPOSAL, SO FAR AS CAN BE ASCERTAINED, OF CASES DISCHARGED FOR MENTAL INCAPACITY. (*See Question 1196.*)

Of nine "insane" cases :—	
Asylum	9
Of two "imbecile" cases :—	
Parents	1
Union	1
Of forty "feeble-minded" cases :—	
Parents	18
Respectable friends	4
Union	10
Special Homes	6
Infirmary	1
Working Boy's Home	1
	51

EXHIBIT "D."—CHARGES UNDER WHICH THIRTY-FIVE OF THE THIRTY-SIX CASES DISCHARGED ON ACCOUNT OF EPILEPSY WERE ORIGINALLY COMMITTED. (*See Question 1196.*)

Larceny	10
Found wandering	7
Truancy	3
Immoral surroundings	3
Beyond control of parents	5
Begging	1
Found destitute, etc.	4
Prevention of Cruelty to Children	1
Frequenting the company of thieves	1
	35

EXHIBIT "E."—DISPOSAL, SO FAR AS CAN BE ASCERTAINED, OF CASES DISCHARGED ON ACCOUNT OF EPILEPSY. (*See Question 1196.*)

Parents	7
Union	15
Special Home	3
	25

7*a*—COPY OF LETTER RECEIVED FROM THE INSPECTOR OF REFORMATORY AND INDUSTRIAL SCHOOLS AS TO THE CONNECTION BETWEEN DRUNKENNESS IN PARENTS AND FEEBLE MINDEDNESS IN CHILDREN.

(*See Questions 1222-1241 and Question 1309.*)

Great Scotland Yard,
S.W.
20 *February*, 1907.

Dear Sir,

I beg to state for the information of the Royal Commission that after careful consideration I am persuaded that any figures which could be supplied by this Department with a view to shewing what connection, if any, there is between drunkenness in the parents and feeble-mindedness in the children would be of no practical value and might be misleading. This opinion is based on the following facts.

(1) Very few children are received into Reformatory and Industrial Schools.

(2) A large proportion of the parents are alleged to be of intemperate habits at the time of the admission of the child to the school.

(3) As the age of the children on admission varies from about six to sixteen the information then supplied may have little or no bearing on the state of affairs at the time of the birth or during the earliest years of the child.

(4) There is too often a good deal of uncertainty as to the actual parentage of the children, who are in many cases illegitimate, or have been deserted or have otherwise lost one or other—sometimes both—of their parents.

The cases referred to in (2) are so numerous that they might be expected to include all the parents of those referred to in (1), were it not for the fact that in my own experience children who have been found unfit for Industrial training on account of mental incapacity have been returned to parents described as steady and respectable. When, moreover, it is borne in mind that some of the brightest and most promising children are emigrated or otherwise kept apart from their homes on account of the intemperate habits and loose character of their parents, some idea may be formed of the conflicting nature of the evidence that would be forthcoming in response to a circular letter to the Schools.

I am, dear Sir,
Yours faithfully,
T. D. ROBERTSON.

H. B. N. Mothersole, Esq.,
Royal Commission House,
S.W.

8.—REGULATIONS FOR THE TREATMENT OF WEAK-MINDED PRISONERS IN PARKHURST PRISON.

(*Handed in by C. E. Troup, Esq., C.B. See Question* 1342.)

1. The location of this class shall be, as far as possible, separate, and segregation on the "Star Class" basis shall not apply.

2. They shall be under the supervision of a specially selected staff, to be detailed expressly for this purpose.

3. Such work shall be assigned, as shall, in the opinion of the Governor and Medical Officer, be best suited to each prisoner, who will be required to work, but will not be tasked. Marks will be assigned by the Principal Officer in charge according to the opinion formed by him, from observation, of the aptitude and willingness of each prisoner. Special trades and employments, such as painting, drawing, and fancy work may be introduced in special cases, subject to the approval of the Visiting Director.

4. Any modification of the ordinary diet which may be necessary shall be made, as in the case of hospital patients, on the written recommendation of the Medical Officer in each case.

5. Ordinary offences shall be punished by the Governor, after consultation with the Medical Officer. Extra-ordinary offences shall be punished by the Director. In assigning punishment, regard shall be had to the effect which any particular mode of punishment is likely to have on the mind of the prisoner. Marks for remission of sentence will not be forfeited.

6. Talking shall be allowed at exercise, and there shall be a full period of exercise on Sundays.

9.—FORMS, CERTIFICATES, ORDERS, AND PETITIONS SUPPLIED BY THE LUNACY COMMISSION.

(*a*) COPY OF ORDER, PETITION AND CERTIFICATES FOR A PRIVATE PATIENT.
(*b*) COPY OF URGENCY ORDER, PETITION AND CERTIFICATES FOR A PRIVATE PATIENT.
(*c*) COPY OF ORDER AND CERTIFICATES FOR A LUNATIC NOT UNDER PROPER CARE AND CONTROL, OR CRUELLY TREATED OR NEGLECTED.
(*d*) COPY OF ORDER AND CERTIFICATE FOR A PAUPER PATIENT.
(*e*) COPY OF RELIEVING OFFICER'S APPLICATION FORM FOR AN ORDER FOR THE DETENTION OF A LUNATIC IN THE WORKHOUSE, WITH MEDICAL CERTIFICATES, ORDER, ETC.
(*f*) COPY OF ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER, APPLICABLE TO ENGLAND.
(*g*) COPY OF ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER, APPLICABLE TO SCOTLAND.
(*h*) COPY OF ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER, APPLICABLE TO IRELAND.
(*i*) MEDICAL CERTIFICATE AND STATEMENT ISSUED IN CONFORMITY WITH THE IDIOTS ACT, 1886.

(*Handed in by Lionel L. Shadwell, Esq. See Question* 1536.)

(A) COPY OF ORDER, PETITION, AND CERTIFICATES.

PRIVATE PATIENT.

53 Vict. c. 5.—Sched. 2, Form 3.

ORDER FOR RECEPTION OF A PRIVATE PATIENT TO BE MADE BY A JUSTICE APPOINTED UNDER THE LUNACY ACT, 1890, JUDGE OF COUNTY COURTS, OR STIPENDIARY MAGISTRATE.

I, the undersigned.....

(*a*) a Justice for—— specially appointed under the Lunacy Act, 1890; or the Judge of the County Court of——, or the Stipendiary Magistrate for——.

being (*a*) .....

.....

upon the petition of .....

(*b*) Address and description.

of (*b*).....

in the matter of .....

(*c*) Or an idiot or person of unsound mind.

a Lunatic (*c*).....accompanied by the

Medical Certificates of .....

and .....

hereto annexed, and upon the undertaking of the said.....

. ..... to visit the said

.....

(*d*) Name of petitioner.

personally or by some one specially appointed by the said (*d*).....

.....once at least in

every six months while under care and treatment under this Order, hereby authorise you to

receive the said ..... .

(*e*) Or Hospital or House, or as a Single Patient.

as a Patient into your Asylum (*e*).

And I declare that I have [*or* have not] personally seen the said.....

.....

before making this Order.

Dated this.....day of.....1.....

(Signed) .....
A Justice for *appointed under the above-mentioned Act* [or *the Judge of the County Court of* or *a Stipendiary Magistrate*].

(*f*) To be addressed to the Medical Superintendent of the Asylum, or Hospital, or to the Resident Licensee of the House in which the patient is to be placed, or name of the person who is to take charge of the patient as a single patient.

To (*f* .....

.....

53 Vict. c. 5.—Sched. 2, Form 1.

PETITION FOR AN ORDER FOR RECEPTION OF A PRIVATE PATIENT.

In the matter of.....

a person alleged to be of unsound mind.

(a) —— a Justice of the Peace for——, or His Honour the Judge of the County Court of ——, or —— Stipendiary Magistrate for——.

To (a) .....

.....

.....

The Petition of .....

(b) Full postal address and rank, profession, or occupation.

of (b).....

in the County of.....

(c) At least twenty-one.

1. I am.....(c) years of age.

2. I desire to obtain an Order for the Reception of .....

(d) Or an idiot or person of unsound mind.

.....as a lunatic (d).....

in the Asylum [*or* Hospital, *or* House, *as the case may be*] of.....

..... situate

(e) Insert a full description of the name and locality of the Asylum, Hospital, or Licensed House, or the full name, address, and description of the person who is to take charge of the patient as a single patient.

at (e).....

3. I last saw the said .....

at .....

on the (f).....day of..... .....1 .

(f) Some day within 14 days before the date of the presentation of the petition.

4. I am the (g).....of the

said .....

(g) Here state the connection or relationship with the patient.

[*or if the petitioner is not connected with or related to the patient state, as follows:*]

I am not related to or connected with the said .....

.....

The reasons why this Petition is not presented by a relation or connection are as follows:—

The circumstances under which this Petition is presented by me are as follows:—

5. I am not related to or connected with either of the persons signing the certificates which accompany this Petition as (*where the Petitioner is a man*) husband, father, father-in-law, son, son-in-law, brother, brother-in-law, partner, or assistant (*or where the Petitioner is a woman*), wife, mother, mother-in-law, daughter, daughter-in-law, sister, sister-in-law, partner, or assistant.

6. I undertake to visit the said .....

..... personally or by some one specially appointed by me at least once in every six months while under care and treatment under the Order to be made on this Petition.

7. A statement of particulars relating to the said .....

..... accompanies this Petition.

If it is the fact, add: [8. The said .....

has been received in the .....

Asylum, *or* Hospital, *or* House, *as the case may be*, under an Urgency Order dated the.....

.....]

The Petitioner therefore prays that an Order may be made in accordance with the foregoing statement.

(h) Full Christian and Surname.

Signed (h).....1.....

Date of presentation of the Petition.....day of.....

FORM 2.

STATEMENT of Particulars referred to in the annexed Petition [*or* in the above *or* annexed Order.]

If any Particulars are not known, the fact is to be so stated.

[Where the patient is in the Petition or Order described as an idiot, omit the particulars marked *.]

The following is a Statement of Particulars relating to the said .....

Name of patient, with Christian name at length - - .....

Sex and age - - - - - - - .....

*Married, single, or widowed - - - - - .....

*Rank, profession, or previous occupation (if any) - - .....

*Religious persuasion - - - - - - - - - .....

Residence at or immediately previous to the date hereof .....

*Whether first attack - - - - - - - - - .....

Age on first attack - - - - - - - - - - .....

When and where previously under care and treatment as a lunatic, idiot, or person of unsound mind - } .....

*Duration of existing attack - - - - - - - .....

Supposed cause - - - - - - - - - - .....

Whether subject to epilepsy - - - - - - - .....

Whether suicidal - - - - - - - - .....

Whether dangerous to others, and in what way - - .....

Whether any near relative has been afflicted with insanity .....

Names, Christian names, and full postal addresses of one or more relatives of the patient - - - } .....

Name of the person to whom notice of death to be sent, and full postal address, if not already given - - } .....

Name and full postal address of the usual medical attendant of the patient - - - - - - } .....

(Signed) (*a*).....

{ Name with Christian Name at length - - } .....

{ Rank, Profession or Occupation (if any) - } .....

{ How related to or otherwise connected with the Patient - - - } .....

(*a*) When the Petitioner or person signing an urgency order is not the person who signs the statement, add the following particulars concerning the person who signs the statement.

53 Vict. c. 5, s. 31.

WHEN NEITHER CERTIFICATE IS SIGNED BY THE USUAL MEDICAL ATTENDANT.

I, the undersigned, hereby state that it is not practicable to obtain a Certificate from the

(a) Name of patient. usual Medical Attendant of (a).....

.....

for the following reason, viz. :—

(b) To be signed by the Petitioner. (Signed) (b).....

.....

---

53 Vict. c. 5, s. 7 (4).

WHEN A PREVIOUS PETITION HAS BEEN DISMISSED.

(a) Name of patient. I, the undersigned, hereby state that a former Petition for the Reception of (a).....

.....

(b) Name of asylum, hospital, licensed house, or single charge. into (b).....

was presented to.....

(c) Justice of the peace for———, or judge of county court of———, or stipendiary magistrate for——— (c) .....

in the month of.....1 , and dismissed.

Herewith is a copy (furnished by the Commissioners in Lunacy) of the statement sent to them of the reasons for its dismissal.

(Signed).....

.....1 .

Note.—This Copy is to be obtained from the Commissioners in Lunacy by the Petitioner at his own expense.

Certificate of Medical Practitioner—Form 8.

In the matter of.....

of (*a*).....

in the (*b*).....of.....

(*c*) .....

an alleged lunatic.

I, the undersigned.....

do hereby certify as follows :

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

2. On the.....day of.....1.....

at (*d*).....

in the (*e*).....of.....

.....(*f*) (separately from any other practitioner) I personally examined the said.....

and came to the conclusion that he is (*g*).....

and a proper person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :

(*a*) Facts indicating Insanity observed by myself at the time of examination (*h*), viz. :

.....

.....

.....

.....

.....

(*b*) Facts communicated by others (*i*), viz. :.....

.....

.....

.....

.....

.....

4. The said.....

appeared to me to be [*or* not to be] in a fit condition of bodily health to be removed to an asylum, hospital, or licensed house (*k*).

5. I give this certificate having first read the section of the Act of Parliament printed below.

Dated.....day of.....1 .

(Signed) .....

of (*l*).....

(*a*) Insert residence of patient.

(*b*) County, city, or borough, as the case may be.

(*c*) Insert profession or occupation, if any.

(*d*) Insert the place of examination, giving the name of the street, with number or name of house, or should there be no number, the Christian and surname of occupier.

(*e*) County, city, or borough, as the case may be.

(*f*) Omit this where only one certificate is required.

(*g*) A lunatic, an idiot, or a person of unsound mind.

(*h*) If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

(*i*) The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

(*k*) Strike out this clause in case of a patient whose removal is not proposed.

(*l*) Insert full postal address.

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate, or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

CERTIFICATE OF MEDICAL PRACTITIONER.—FORM 8.

In the matter of .....

(a) Insert residence of patient.

of (a).....

(b) County, city, or borough, as the case may be.

in the (b).....of.....

(c) Insert profession or occupation, if any.

(c).....

an alleged lunatic.

I, the undersigned.....

do hereby certify as follows :

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

2. On the.....day of.....1.....

(d) Insert the place of examination, giving the name of the street, with number or name of house, or should there be no number, the christian and surname of occupier.

at (d).....

(e) County, city, or borough, as the case may be.

in the (e).....of.....

(f) Omit this where only one certificate is required.

.....(f) (separately from any practitioner) I personally examined the said.....

(g) A lunatic, an idiot, or a person of unsound mind.

and came to the conclusion that he is (g).....

and a proper person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :—

(h) If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

(a) Facts indicating Insanity observed by myself at the time of examination (h), viz. :

.....

.....

.....

.....

(i) The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

(b) Facts communicated by others (i), viz. :.....

.....

.....

.....

.....

4. The said.....

appeared to me to be [*or* not to be] in a fit condition of bodily health to be removed to an asylum, hospital, or licensed house (k).

(k) Strike out this clause in case of a patient whose removal is not proposed.

5. I give this certificate having first read the section of the Act of Parliament printed below.

Dated.....day of.....1

(Signed).....

(l) Insert full postal address.

of (l).....

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate, or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

(B) URGENCY ORDER FOR THE RECEPTION OF A PRIVATE PATIENT.

Lunacy Act, 1890, Sched. 2, Form 4.

I, the undersigned, being a Person Twenty-one years of age, hereby authorise you to receive as

(a) House or hospital, or asylum, or as a single patient.

a patient into your (a).....

(b) Name of patient.

(b).....

(c) Lunatic, or an idiot, or a person of unsound mind.

as a (c).....whom I last saw at

.....

(d) Some day within two days before the date of the order.

on the (d).....day of.....189 .

I am not related to or connected with the Person signing the Certificate which accompanies this Order in any of the ways mentioned in the margin. (e) Subjoined [or annexed] hereto is a Statement of Particulars relating to the said.....

(e) Husband, wife, father, father-in law, mother, mother-in-law, son, son-in-law, daughter, daughter-in-law, brother brother-in-law, sister, sister-in-law, partner, or assistant.

[If not the husband or wife, or a relative of the patient, the person signing to state as briefly as possible :—

1. Why the order is not signed by the husband or wife, or a relative of the patient. 2. His or her connection with the patient, and the circumstances under which he or she signs.]

(Signed).....

Name and Christian Name at length - - - - - -} .....

Rank, Profession, or Occupation (if any) - - - - -} .....

Full Postal Address - - - .....

.....

How related to or connected with the Patient - - -} .....

Dated this..... .....day of.....189 .

(f) Describing the asylum, hospital, or house by situation and name.

To (f).....Superintendent of the

.....Asylum.....Hospital

or Resident Licensee of the.....House.

STATEMENT OF PARTICULARS.—FORM 2.

STATEMENT of Particulars referred to in the annexed Urgency Order.

If any particulars are not known, the fact is to be so stated.

[Where the patient is in the petition or order described as an idiot, omit the particulars marked *.]

The following is a Statement of Particulars relating to the said.....

Name of Patient, with Christian Name at length - .....

Sex and Age - - - - - - - - - .....

*Married, Single, or Widowed - - - - - .....

*Rank, Profession, or previous Occupation (if any)- .....

*Religious Persuasion - - - - - - - .....

Residence at or immediately previous to the date hereof - - - - - - - - - .....

*Whether First Attack - - - - - - - .....

Age on First Attack - - - - - - - - - .....

When and where previously under Care and Treatment as a Lunatic, Idiot, or Person of Unsound Mind - - - - - - - - .....

Duration of existing Attack - - - - - .....

Supposed Cause - - - - - - - - - .....

Whether subject to Epilepsy - - - - - - .....

Whether Suicidal - - - - - - - - - .....

Whether Dangerous to Others, and in what way - .....

Whether any near Relative has been afflicted with Insanity - - - - - - - - - .....

Names, Christian Names, and full Postal Addresses of one or more Relatives of the Patient .....

Name of the Person to whom Notice of Death to be sent, and full Postal Address if not already given - - - - - - - - - .....

Name and full Postal Address of the usual Medical Attendant of the Patient - - .....

(g) When the petitioner or person signing an urgency order is not the person who signs the statement, add the following particulars concerning the person who signs the statement.

(Signed) (g).....

Name with Christian Name at length - .....

Rank, Profession, or Occupation (if any)- .....

Relation or connection with Patient - - .....

CERTIFICATE OF MEDICAL PRACTITIONER.—FORM 8.

In the matter of .....

(a) Insert residence of patient.

of (a) .....

(b) County, city, or borough, as the case may be.

in the (b).....of.....,....

(c) Insert profession or occupation, if any.

(c) .....

an alleged lunatic.

I, the undersigned.....

do hereby certify as follows :—

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

(d) Not more than seven days previous to the presentation of the Petition ; or in case of an Urgency Order, not more than two days previous to the reception of the patient.

2. On the (d).....day of.....189.....

(e) Insert the place of examination, giving the name of the street, with number or name of house, or should there be no number, the Christian and surname of occupier.

at (e).....

(f) County, city, or borough, as the case may be.

in the (f).....of.....

.....I personally examined the said.....

(g) A lunatic, an idiot, or a person of unsound mind.

and came to the conclusion that he is (g).....

and a proper Person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :—

(h) If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

(a) Facts indicating Insanity, observed by myself at the time of the examinations (h), viz. :-

.....

.....

.....

.....

.....

.....

.....

(i) The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

(b) Facts communicated by others (i) viz. .....

.....

.....

.....

.....

.....

.....

(*k*) If an urgency certificate is required, it must be added here. Form No. 9.

(*k*) STATEMENT ACCOMPANYING URGENCY ORDER.—FORM 9.

I certify that it is expedient for the welfare of the said.....

.....[or for the public safety, *as the case may be*] that the said

.....

should be forthwith placed under care and treatment.

My reasons for this conclusion are as follows:.....

.....

.....

.....

.....

.....

.....

4. The said.....

appeared to be [or not to be] in a fit condition of bodily health to be removed to an asylum, hospital, or licensed house (*l*).

(*l*) Strike out this clause in case of a private patient whose removal is not proposed.

5. I give this certificate having first read the section of the Act of Parliament printed below.

Dated this.....day of.....

One Thousand Nine Hundred and.....

(Signed).....

(*m*) Insert full postal address.

of (*m*).....

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate, or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

(C) COPY OF ORDER AND CERTIFICATES.

53 Vict. c. 5, s. 13.—Sched. 2, Form 15.

ORDER FOR RECEPTION OF A LUNATIC NOT UNDER PROPER CARE AND CONTROL, OR CRUELLY TREATED OR NEGLECTED, TO BE MADE BY A JUSTICE APPOINTED UNDER THE LUNACY ACT, 1890.*

I, the undersigned.....

being a Justice for.....specially

appointed under the Lunacy Act, 1890, having caused.....

.....

.....

to be examined by two duly qualified Medical Practitioners, and being satisfied that the said

.....is a lunatic not under proper care

and control † [*or* is cruelly treated or neglected by the person having the care or charge of h] and that he is a proper person to be taken charge of and detained under care and

treatment (*a*).....

.....

.....

hereby direct you to receive the said.....

as a Patient into your (*b*).....

Subjcined is a Statement of Particulars respecting the said.....

.....

(Signed).....

A Justice of the Peace for.....

Appointed under the above-mentioned Act.

Dated this.....day of.....19 .

To (c).. .....

† Strike out the words that do not apply.

(*a*) Where the order directs the lunatic to be received into any asylum other than an asylum of the county or borough in which the parish or place from which the lunatic is sent is situate, or into a registered hospital or licensed house, it shall state that the Justice making the order is satisfied that there is no asylum of such county or borough, or that there is a deficiency of room in such asylum ; or (as the case may be) the special circumstances by reason whereof the lunatic cannot conveniently be taken to an asylum for such first-mentioned county or borough.

(*b*) Asylum, or hospital, or house.

(c) To the superintendent of the asylum for ....., or of the lunatic hospital of...., or the resident licensee of the licensed house at....

STATEMENT OF PARTICULARS.

Statement of Particulars referred to in the above or annexed Order.

If any Particulars are not known, the fact is to be so stated.

[Where the Patient is in the Order described as an Idiot, omit the Particulars marked *.

The following is a Statement of Particulars relating to the said.....

Name of Patient, with Christian Name at length - - .....

Sex and Age - - - - - - - - - - .....

*Married, Single, or Widowed - - - - - - - .....

*Rank, Profession, or previous Occupation - - - .....

*Religious Persuasion - - - - - - .....

Residence at or immediately previous to the date hereof .....

*Whether First Attack - - - - - - - .....

Age on First Attack - - - - - - - - .....

When and where previously under care and treatment as a Lunatic, Idiot, or person of Unsound Mind - - .....

*Duration of Existing Attack - - - - - - .....

Supposed Cause - - - - - - - - - - .....

Whether subject to Epilepsy - - - - - - - .....

Whether Suicidal - - - - - - - - - - .....

Whether Dangerous to Others, and in what way - - .....

Whether any near Relative has been afflicted with Insanity - - - - - - - - - .....

Union to which the Lunatic is chargeable - - - .....

Names, Christian Names, and full Postal Address of one or more Relatives of the Patient - - - - - .....

Name of the Person to whom Notice of Death to be sent, and full Postal Address, if not already given - - .....

(*e*) To be signed by the relieving officer, overseer, or other person on whose information the order is made.

Signed (*e*) .....

CERTIFICATE OF MEDICAL PRACTITIONER.—FORM 8.

In the matter of.....

(a) Insert residence of patient.

of (a).....

(b) County, city, or borough, as the case may be.

in the (b).....of.....

(c) Insert profession or occupation if any.

(c).....

an alleged lunatic.

I, the undersigned.....

Do hereby certify as follows :

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

2. On the.....day of.....190.....

(d) Insert the place of examination, giving the name of the street, with number or name of house, or should there be no number, the Christian and surname of occupier.

at (d).....

in the (e).....of.....

(e) County, city or borough, as the case may be.

[separately from any other practitioner], I personally examined the said.....

.....and came to the conclusion that he is (f)

(f) A lunatic, an idiot, or a person of unsound mind.

.....and a proper person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :—

(g) If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

(a) Facts indicating Insanity observed by myself at the time of examination (g), viz. :—

.....

.....

.....

.....

.....

(h) The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

(b) Facts communicated by others (h), viz. :—.....

.....

.....

.....

.....

.....

4. The said.....

(i) Or not to be.

appeared to me (i) to be in a fit condition of bodily health to be removed to an asylum,

(k) Strike out this in case of a patient whose removal is to be suspended.

hospital, or licensed house (k).

5. I give this certificate having first read the section of the Act of Parliament printed below.

(Signed).....

(l) Insert full postal address.

of (l).....

Dated this.....day of.....

One Thousand Eight Hundred and Ninety.....

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate, or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

(D) COPY OF ORDER AND CERTIFICATE.

Pauper Patient.

Order for the Reception of a Pauper Lunatic, or Lunatic wandering at large.

Lunacy Act, 1890.—Sched. 2, Form 12.

I,.....having called to my assistance .....of..... a duly qualified medical practitioner, and being satisfied that..... .....of .....is a pauper in receipt of relief (or in such circumstances as to require relief for h proper care and maintenance), and that the said.....is a [1],..... .....or that the said..... is a lunatic and was wandering at large and is a proper person to be taken charge of and detained under care and treatment, hereby direct you to receive the said..... .....as a patient into your Asylum.

[1] Lunatic or an Idiot or a Person of unsound mind.

Subjoined is a statement of particulars respecting the said..... .....

Signed.....

A Justice of the Peace for.....

Dated the.....day of.....1

To the Superintentent of the Asylum for the County [or Borough] of.....

Statement of Particulars referred to in the above or annexed Order.

If any particulars are not known the fact is to be so stated.

[Where the Patient is in the Order described as an Idiot, omit the particulars marked *.]

The following is a statement of Particulars relating to the said.....

Name of Patient, with Christian name at length - - -	.....
Sex and Age - - - - - - - - - - - -	.....
*Married, single, or widowed - - - - - - - -	.....
*Rank, profession, or previous occupation (if any) - -	.....
*Religious persuasion - - - - - - - - -	.....
Residence at or immediately previous to the date hereof -	.....
*Whether first attack - - - - - - - - -	.....
Age on first attack - - - - - - - - -	.....
When and where previously under care and treatment as a lunatic, idiot, or person of unsound mind- - -	....
*Duration of existing attack - - - - - - -	.....
Supposed cause - - - - - - - - - -	.....
Whether subject to epilepsy - - - - - - - -	.....
Whether suicidal - - - - - - - - - -	.....
Whether dangerous to others, and in what way - - -	.....
Whether any near relative has been afflicted with insanity - - - - - - - - - - -	....
Union to which lunatic is chargeable - - - - -	.....
Names, Christian names, and full postal addresses of one or more relatives of the patient - - - - -	....
Name of the person to whom notice of death to be sent, and full postal address, if not already given - -	....

Signed.....

Relieving Officer of the.....*Union.*

CERTIFICATE OF MEDICAL PRACTITIONER.—FORM 8.

In the Matter of.....

of [1].....

in the.....[2] of.....[3].....an alleged lunatic.

I, the undersigned.....

do hereby certify as follows :—

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

2. On the.....day of.....19 at [4].....

in the.....[5] of.....I personally examined the said.....and came to the conclusion that.....he is a [6].....

and a proper person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :—

[*a*] Facts indicating insanity observed by myself at the time of examination [7], viz. :—

.....

.....

.....

.....

.....

.....

.....

[*b*] Facts communicated by others [8] viz. :—

.....

.....

.....

.....

.....

.....

.....

4. The said.....appeared to me to be in a fit condition of bodily health to be removed to an Asylum.

5. I give this certificate having first read the section of the Act of Parliament printed below.

Signed.....

of [9].....

Dated.....day of.....19

[1] Insert residence of patient.

[2] County, city or borough, as the case may be.

[3] Insert profession or occupation, if any.

[4] Insert the place of Examination, giving the name of the street, with number or name of house, or should there be no number, the Christian and surname of occupier.

[5] County, city or borough, as the case may be.

[6] Lunatic, Idiot or Person of unsound mind.

[7] If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

[8] The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

[9] Insert full postal address.

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

Copyright Form.

(E) RELIEVING OFFICER'S APPLICATION FOR AN ORDER FOR THE DETENTION OF A LUNATIC IN THE WORKHOUSE.

To .....Esquire,

a Justice of the Peace for the.....of

.....in which the said Workhouse is situate.

I,.....

a Relieving Officer of the.....Union,

do hereby make application to you for an Order that one.....

.....

a pauper in the Workhouse belonging to the said Union (*a*), being a Lunatic and a proper person to be taken charge of under care and treatment in the Workhouse, and the accommodation in the said Workhouse being sufficient for h proper care and treatment separate from the Inmates of the Workhouse not Lunatics (*b*), as by the Certificates hereunto annexed more particularly appears, should be taken charge of and detained as a Patient in the said Workhouse.

(*a*) Or Parish.

(*b*) Or h condition being such that it is not necessary for the convenience of the lunatic, or of the other inmates, that he should be kept separate.

Dated this.....day of.....19

.....

Relieving Officer.

53 Vict. c. 5, s. 24—Sched. 2, Form 10.

CERTIFICATE AS TO PAUPER LUNATIC IN A WORKHOUSE.

I, the undersigned, Medical Officer of the Workhouse of the.....Union, hereby certify that I have carefully examined into the state of health and mental condition of.....

a Pauper in the said Workhouse, and that he is in my opinion a Lunatic, and a proper person to be allowed to remain in the Workhouse as a Lunatic, and the accommodation in the Workhouse is sufficient for h proper care and treatment separate from the Inmates of the Workhouse not Lunatics (*c*) [or that h condition is such that it is not necessary for the convenience of the Lunatic or of the other Inmates that he should be kept separate].

(*c*) If the words between brackets do not apply, erase the same.

The grounds for my opinion that the said.....

.....is a Lunatic are as follows :—

.....

.....

.....

.....

.....

.....

Dated this.....day of.....19.....

(Signed).....

Medical Officer of the Workhouse.

53 Vict. c. 5.—Sched. 2, Form 8.

CERTIFICATE OF MEDICAL PRACTITIONER.

In the matter of .....

(a) Insert residence of patient.

of (a) .....

(b) County, city or borough, as the case may be.

in the (b).....of.....

(c) Insert profession or occupation, if any.

(c)..... an alleged lunatic

I, the undersigned.....

do hereby certify as follows :—

1. I am a person registered under the Medical Act, 1858, and I am in the actual practice of the medical profession.

2. On the.....day of.....19.....

(d) Insert the place of examination, giving the name of the street, with number or name of house, or should there be no number, the Christian and surname of occupier.

at (d) .....

in the (e).....of.....

I personally examined the said.....

(e) County, city or borough, as the case may be.

(f) A lunatic, an idiot, or a person of unsound mind.

and came to the conclusion that he is (f).....

and a proper person to be taken charge of and detained under care and treatment.

3. I formed this conclusion on the following grounds, viz. :—

(a) Facts indicating Insanity observed by myself at the time of examination (g), viz. :—

(g) If the same or other facts were observed previous to the time of the examination, the certifier is at liberty to subjoin them in a separate paragraph.

.....

.....

.....

.....

.....

(b) Facts communicated by others (h), viz. :—

(h) The names and Christian names (if known) of informants to be given, with their addresses and descriptions.

.....

.....

.....

.....

.....

.....

4. The said .....

* To be or not to be.

appeared to me*.....in a fit condition of bodily health to be removed to an asylum, hospital, or licensed house. (i)

(i) Strike out this clause in case of a patient whose removal is not proposed.

5. I give this certificate, having first read the section of the Act of Parliament printed below.

(Signed).....

(k) Insert full postal address.

of (k) .....

Dated this.....day of.....19.....

Extract from Section 317 *of the Lunacy Act*, 1890.

Any person who makes a wilful misstatement of any material fact in any medical or other certificate, or in any statement or report of bodily or mental condition under this Act, shall be guilty of a misdemeanour.

53 Vict. c. 5, s. 24 (3)—Sched. 2, Form 11.

ORDER FOR DETENTION OF LUNATIC IN WORKHOUSE.

I, the undersigned,.....

a Justice of the Peace for.....being satisfied

that .....

a Pauper in the .....Workhouse

(a) Or idiot, or person of unsound mind.

of the.....Union, is a Lunatic (a)

.....and a proper Person to be taken charge of under care and treatment in the Workhouse, and being satisfied that the accommodation in the Workhouse is sufficient for h proper care and treatment separate from the Inmates of the Workhouse not lunatics *[or that h condition is such that it is not necessary for the convenience of the Lunatic or of the other Inmates that he should be kept separate], hereby authorise you to take charge of, and to detain the said.....

.....

as a patient in your Workhouse. Subjoined is a statement of particulars respecting the said

.....

* If the words between brackets do not apply, erase the same.

(Signed).....

A Justice of the Peace for the.....

Dated this.....day of.....19.....

To the Master of the Workhouse of the.....Union.

STATEMENT OF PARTICULARS.

Name of patient, with Christian name at length - - .....

Sex and age - - - - - - - - - - .....

Married, single, or widowed - - - - - - - .....

Condition of life and previous occupation (if any) - - .....

Religious persuasion as far as known - - - - - - .....

Previous place of abode - - - - - - - - .....

Whether first attack - - - - - - - - - .....

Age (if known) on first attack - - - - - - - .....

When and where previously under care and treatment - .....

Duration of existing attack - - - - - - - .....

Supposed cause - - - - - - - - - - .....

Whether subject to epilepsy - - - - - - - .....

Whether suicidal - - - - - - - - - .....

Whether dangerous to others - - - - - - - .....

Whether any near relatives has been afflicted with insanity .....

Name and Christian name and address of nearest known relative of the patient, and degree of relationship if known - - - - - - - - - - .....

I certify that to the best of my knowledge the above particulars are correct.

(b) To be signed by the relieving officer.

(Signed) (b).....

Relieving Officer of the.....

District of the.....*Union.*

CERTIFICATE FOR DETENTION.

I, the undersigned, Medical Officer of the Workhouse of the.....Union, hereby certify that it is necessary that the Pauper referred to in the foregoing Order, dated the..... day of.....19....., should be detained as a Patient in the said Workhouse.

Dated this.....day of.....19.....

(Signed).....

Medical Officer of the Workhouse.

ARMY FORM B. 261.

(F) ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER. APPLICABLE TO ENGLAND.

WHEREAS, by the Army Act, Section 91, as amended by the Army (Annual) Act, 1899, it is provided that a Secretary of State, or any Officer deputed by him for the purpose, may, if he think proper, on account of a soldier's lunacy, cause any soldier of the regular forces, on his discharge, to be sent to the parish or union to which under the statutes for the time being in force he appears *from the statements made in his attestation paper, and other available information, to be chargeable*; and such soldier, *if delivered after reasonable notice*, in England or Ireland at the workhouse in which persons settled in such parish or union are received, and in Scotland to the inspector of poor of such parish, shall be received by the master or other proper officer of such workhouse, or such inspector of poor, as the case may be; and it is further provided by the said Act as so amended that a Secretary of State or any Officer deputed by him for the purpose, where it appears to him that any such soldier is a dangerous lunatic, and is in such a state of health as not to be liable to suffer bodily or mental injury by his removal, may, by order signified under his hand, send such lunatic direct to an asylum, registered hospital, licensed house, or other place in which pauper lunatics can legally be confined, and for the purpose of the said order the above-mentioned parish or union shall be deemed to be the parish or union from which such lunatic is sent, and that in England the lunatic shall be sent to the asylum, hospital, house or place to which a person in the workhouse aforesaid, on becoming a dangerous lunatic, can by law be removed; and it is further provided by the said Act, as amended by the Army (Annual) Acts, 1891, 1894 and 1899, that an order of the Secretary of State, or Officer under Section 91 of the Army Act, shall be of the same effect as a Summary Reception Order, within the meaning of the Lunacy Act, 1900; and the like proceedings shall be taken thereon as on an Order under that Act.*

And whereas it appears to me the undersigned being an Officer deputed by the Secretary of State for the War Department for the purpose, from the statements made in the attestation paper of.....

a soldier, now of the.....Corps but about to be discharged therefrom, and from other information, that the said.....

is, or on his discharge will be, a pauper chargeable to the Parish of.....

.....in the County [or Borough] of.....

And whereas it also appears to me from the Medical Certificate that the said.....

.....is a dangerous lunatic, and is in such a state of health as not to suffer bodily or mental injury by his removal.

And whereas it has been represented to me [that the Asylum at.....

.....for the said County [or Borough] of.....

.....] is a place to which a dangerous lunatic if an inmate of the Workhouse, of the said Union or [Parish] could by Law be removed.

Or "that there is a deficiency of room in the Asylum for the said County (or Borough of .....[or some other special circumstances by reason whereof the lunatic cannot conveniently be taken to the County or Borough Asylum], and that the Lunatic Hospital at..... or.....House near....."

Now I hereby order and desire you to receive the said.....

....., as a patient into your

(a) Insert—
1. Asylum,
2. Hospital, or
3. House.

(a)..... Subjoined is a statement of particulars respecting the said

.....

.....

(b) Dated the.....day of.....190 .

(b) To be dated and signed by a Secretary of State or by any Officer deputed by him for the purpose.

(b) Signed.....

.....

To the Superintendent of the.....

Asylum for the County of.....

or, the Lunatic Hospital of.....or.....

Proprietor of the Licensed House of.....

[*Describe the Asylum, Hospital, or House.*]

* *Note*—Where the order directs the Lunatic to be received into any Asylum other than an Asylum of the County or Borough in which the Parish or Place from which the Lunatic is sent is situate, or into a Registered Hospital or Licensed House, it should state that the Secretary of State or Officer is satisfied that there is no Asylum of such County or Borough, or that there is a deficiency of room in such Asylum, or as the case may be, the special circumstances by reason whereof the Lunatic cannot conveniently be taken to an Asylum for such first-mentioned County or Borough.

Statement of particulars relating to the said .....

If any Particulars in this Statement be not known, the Fact to be so stated.

Name of Patient, with Christian Name at length - - .....

Age - - - - - - - - - - - - - .....

Married, Single, or Widower - - - - - - - - .....

Name or Number of Corps, and Rank - - - - - .....

Religious Persuasion - - - - - - - - - .....

Whether First Attack - - - - - - - - - .....

Age (if known) on First Attack - - - - - - .....

When and where previously under Care and Treatment .....

Duration of Existing Attack - - - - - - - .....

Supposed Cause - - - - - - - - - - .....

Whether subject to Epilepsy - - - - - - - .....

Whether Suicidal - - - - - - - - - - .....

Whether of temperate habits - - - - - - - .....

Union or Parish to which the Lunatic appears to be chargeable } .....

Name and Address of Relative to whom Notice of Death to be sent } .....

(c) To be signed by Officer Commanding Corps or Regiment.

Signed, Name (c) .....

.....

.....

MEDICAL CERTIFICATE.

I, the undersigned,.....

.....

being a person registered under the Medical Acts, and being in the actual practice of the Medical Profession, hereby certify, that I, on the .....

(d) Here insert the street and number of the house (if any) or other like particulars.

day of.....at (d).....

in the County of ..... personally examined

.....

a Soldier of the.....Corps, and that the said Soldier is a dangerous Lunatic and a proper person to be taken charge of and detained under Care and Treatment, and is in such a state of health as not to suffer bodily or mental injury by his removal, and that I have formed this opioion upon the following grounds, viz :—

(e) Here state the acts.

1. Facts indicating dangerous Insanity observed by myself (e) .....

.....

.....

.....

(f) Here state the information, and from whom received.

2. Other facts (if any) indicating dangerous Insanity communicated to me by others (f)

.....

.....

.....

N.B.—Under the Lunacy Act, 1890, 53 Vic., cap. 5, Sec. 29 (1), the medical examination of the lunatic must take place not more than seven clear days before the date of the "reception order," and under Sec. 36 (3) of the Act, the Lunatic must be received before the expiration of seven clear days from the date of the Order.

Signed, Name .....

Place of Abode.....

Dated this..... day of .....One Thousand Nine Hundred and.....

ARMY FORM B. 263.

(G) ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER. APPLICABLE TO SCOTLAND.

WHEREAS, by the Army Act, Sec. 91, as amended by the Army (Annual) Act, 1899, it is provided that a Secretary of State, or any Officer deputed by him for the purpose, may, if he think proper, on account of a soldier's lunacy, cause any soldier of the regular forces, on his discharge, to be sent to the parish or union to which under the statutes for the time being in force he appears, from the statements made in his attestation paper, and other available information, to be chargeable; and such soldier, if delivered after reasonable notice, in England or Ireland at the workhouse in which persons settled in such parish or union are received, and in Scotland to the inspector of poor of such parish, shall be received by the master or other proper officer of such workhouse, or such inspector of poor, as the case may be; and it is further provided by the said Act as so amended that a Secretary of State, or any officer deputed by him for the purpose, where it appears to him that any such soldier is a dangerous lunatic, and is in such a state of health as not to be liable to suffer bodily or mental injury by his removal, may, by order signified under his hand, send such soldier direct to an asylum, registered hospital, licensed house, or other place in which pauper lunatics can legally be confined, and for the purpose of the said order the above-mentioned parish or union shall be deemed to be the parish or union from which such soldier is sent: and it is further provided by the said Act as amended by the Army (Annual) Acts, 1889 and 1899, that the Secretary of State, or Officer, before making the said order in respect of a lunatic who is liable to be delivered to the inspector of poor of a parish in *Scotland*, may require the inspector of poor of that parish to specify the asylum to which such lunatic if in the parish would be sent, and it shall be the duty of such inspector forthwith to specify such asylum, and thereupon the Secretary of State or Officer may make the said order for sending the lunatic to that asylum, and shall be of the same effect as an Order by the Sheriff within the meaning of Sec. 15 of the Act of the session of the 25th and 26th years of the reign of Her present Majesty, chapter 54, intituled an Act to make further provision respecting Lunacy in Scotland, and the like proceedings shall be taken thereon as on an order under that section.

And whereas it appears to me the undersigned being an Officer deputed by the Secretary of State for the War Department for the purpose, from the statement made in the attestation paper of.....

.....a soldier, now of the.....Corps, but about to be discharged therefrom, and from other information, that the said.....

.....is, or on his discharge will be, a pauper chargeable to the Parish of.....in the County [or Borough] of.....

And whereas it also appears to me from the Medical Certificate annexed that the said

.....

.....is a dangerous lunatic, and is in such a state of health as not to suffer bodily or mental injury by his removal.

Or "that the Asylum (or Asylums) for the said County (or Borough) of ..... are full [or some other special circumstances by reason whereof the Lunatic cannot conveniently be taken to the County or Borough Asylum], and that the Lunatic Hospital at ..... or .....House near....."

And whereas it has been represented to me by the Inspector of Poor of the above-named Parish [that the Asylum at.....

.....for the said County [or Borough] of .....] is a place to which a dangerous lunatic if an inmate of the Poorhouse, or if found in the said Parish, could by Law be removed.

Now I hereby order and desire you to receive the said.....

....., as a patient into your (*a*)..... Subjoined is a statement respecting the said.....

.....

(*a*) Insert—
1. Asylum,
2. Hospital, or
3. House.

(*b*) To be dated and signed by a Secretary of State or by any Officer deputed by him for the purpose.

(*b*) Dated the.....day of.....

(*b*) Signed.....

.....

To....., Superintendent of the.....

Asylum for the County of.....

or, the Lunatic Hospital of.....*or*.....

Proprietor of the Licensed House of.....

[*Describe the Asylum, Hospital, or House.*]

STATEMENT.

If any Particulars in this Statement be not known, the Fact to be so stated.

Name of Patient, with Christian Name at length - .....
Age - .....
Married, Single, or Widower - .....
Name or Number of Corps, and Rank - .....
Religious Persuasion - .....
Whether First Attack - .....
Age (if known) on First Attack - .....
When and where previously under Care and Treatment .....
Duration of Existing Attack - .....
Supposed Cause .....
Whether subject to Epilepsy .....
Whether Suicidal - .....
Whether of temperate habits - .....
Parish to which the Lunatic appears to be chargeable - .....
Name and Address of Relative to whom Notice of Death to be sent - .....

(a) To be signed by Officer Commanding Corps.

Signed, Name (a).....
.....
.....

MEDICAL CERTIFICATE.

I, the undersigned,.....
being a person registered under the Medical Acts, and being in the actual practice of the Medical Profession, hereby certify, that I, on the.....
day of.....(b).....
in the County of.....personally examined a Soldier of the.....Corps, and that the said Soldier is a dangerous lunatic proper to be taken charge of and detained under Care and Treatment, and is in such a state of health as not to suffer bodily or mental injury by his removal, and that I have formed this opinion upon the following grounds, viz. :—

(b) Here insert the street and number of the house (if any) or other like particulars.

(c) Here state the facts.

1. Facts indicating dangerous Insanity observed by myself (c). .....
.....
.....
.....
.....

(d) Here state the information and from whom received.

2. Other facts (if any) indicating dangerous Insanity communicated to me by others (d).
.....
.....
.....
.....

Signed, Name.....
Place of Abode.....

Dated this.....day of.....One Thousand Nine Hundred and.....

ARMY FORM B. 262.

(H) ORDER FOR THE RECEPTION OF A DANGEROUS LUNATIC SOLDIER. APPLICABLE TO IRELAND.

WHEREAS, by the Army Act, Sec. 91, as amended by the Army (Annual) Act 1899, it is provided that a Secretary of State or any officer deputed by him for the purpose, may, if he think proper, on account of a soldier's lunacy, cause any soldier of the regular forces, on his discharge, to be sent to the parish or union to which under the statutes for the time being in force he appears, from the statements made in his attestation paper and other available information, to be chargeable; and such soldier, if delivered after reasonable notice, in England or Ireland at the workhouse in which persons settled in such parish or union are received, and in Scotland to the inspector of poor of such parish, shall be received by the master or other proper officer of such workhouse or such inspector of poor, as the case may be; and it is further provided by the said Act as so amended, that a Secretary of State, or any Officer deputed by him for the purpose, where it appears to him that any such soldier is a dangerous lunatic, and is in such a state of health as not to be liable to suffer bodily or mental injury by his removal, may, by order signified under his hand, send such soldier direct to an asylum, registered hospital, licensed house, or other place in which pauper lunatics can legally be confined, and for the purpose of the said order the above-mentioned parish or union shall be deemed to be the parish or union from which such soldier is sent, and that in the case of any such lunatic, who is liable to be delivered at a workhouse in Ireland at which persons settled in the said parish are received, a Secretary of State or any officer deputed by him for the purpose, may, by order under his hand, send such lunatic to the asylum of the district in which such parish is situate, and such order shall be of the same effect as a warrant under the hands and seals of two justices given under the provisions of the tenth section* of the Act of the session of the thirtieth and thirty-first years of the reign of Her late Majesty, chapter one hundred and eighteen, intituled "An Act to provide for the appointment of the officers and servants of district lunatic asylums in Ireland, and to alter and amend the law relating to the custody of dangerous lunatics and dangerous idiots in Ireland."

And whereas it appears to me the undersigned being an Officer deputed by the Secretary of State for the War Department for the purpose, from the statements made in the attestation paper of .....

a soldier, now of the .....Corps,

but about to be discharged therefrom, and from other information, that the said .....is, or on his discharge will be, a pauper chargeable to the Parish of .....in the County [or Borough] of... .....

And whereas it also appears to me from the Medical Certificate annexed that the said .....

.....is a dangerous lunatic, and is in such a state of health as not to suffer bodily or mental injury by his removal.

And whereas it has been represented to me [that the Asylum at .....

.....for the said County [or Borough] of .....] is a place to which a dangerous lunatic if an inmate of the Poorhouse, or if found in the said Parish, could by Law be removed.

Now I hereby order and desire you to receive the said.....

....., as a patient into your (a) ..... Subjoined is a statement respecting the said.....

(b) Dated the.....day of.....

(b) Signed.....

.....

To....., Superintendent of the.....

Asylum for the County of.....

or, the Lunatic Hospital of.....*or*.....

Proprietor of the Licensed House of.....

[*Describe the Asylum, Hospital, or House.*]

Or "that the Asylum (or Asylums) for the said County (or Borough) of ..... are full [or some other special circumstances by reason whereof the Lunatic cannot conveniently be taken to the County or Borough Asylum,] and that the Lunatic Hospital at..... or.....House near....."

(a) Insert—
1. Asylum,
2. Hospital, or
3. House.

(b) To be dated and signed by a Secretary of State or by any Officer deputed by him for the purpose.

*Note.—Under this Section, from and after the first day of January One thousand eight hundred and sixty-eight, whenever any person shall be brought before any two Justices of any county, county of a city, county of a town, city or town, and it shall be proved to their satisfaction that such person was discovered and apprehended under circumstances denoting a derangement of mind, and a purpose of committing some crime for which, if committed, such person would be liable to be indicted, the said Justices shall call to their assistance the Medical Officer, or, if there be more than one, the nearest available Medical Officer of the Dispensary District in which they shall be at the time, and if there shall not be any such Medical Officer available, then the nearest available Medical Officer of any neighbouring Dispensary District, who shall examine such person without fee or reward; and if such Medical Officer shall certify that such person is a dangerous lunatic or dangerous idiot, it shall be lawful for the said Justices, by Warrant under their Hands and Seals, to direct that such person shall be taken to the Lunatic Asylum established either wholly or in part for the county, county of a city, or county of a town, in which he shall have been apprehended; and every such person shall remain under confinement in such Asylum, and be there maintained in like manner and subject to the conditions as if such person had been removed from any Gaol to such Asylum by virtue of the Warrant of the Lord Lieutenant under the provisions of the Recited Act of the first year of Her late Majesty, chapter twenty-seven; provided always that nothing herein contained shall be construed to restrain or prevent any relation or friend from taking such person under his own care and protection if he shall enter into sufficient recognizance for his or her peaceable behaviour or safe custody before two Justices of the Peace, or the Chairman of the Court of Quarter Sessions of the County in which such person shall be confined, or one of the Judges of Her Majesty's superior Courts at Dublin.

Sec. 10, 30, 31 Vic. c. 11

STATEMENT.

If any Particulars in this Statement be not known, the Fact to be so stated.

Name of Patient, with Christian Name at length - - .....

Age - - - - - - - - - - - - .....

Married, Single, or Widower - - - - - - .....

Name or Number of Corps, and Rank - - - - .....

Religious Persuasion - - - - - - - - .....

Whether First Attack - - - - - - - - .....

Age (if known) on First Attack - - - - - - .....

When and where previously under Care and Treatment .....

Duration of Existing Attack - - - - - - - .....

Supposed Cause - - - - - - - - - - .....

Whether subject to Epilepsy - - - - - - .....

Whether Suicidal - - - - - - - - - - .....

Whether of temperate habits - - - - - - .....

Union or Parish to which the Lunatic appears to be chargeable - - - - - - - - - - - .....

Name and Address of Relative to whom Notice of Death to be sent - - - - - - - - - .....

(a) To be signed by Officer Commanding Corps.

Signed, Name (a) .....

.....

.....

MEDICAL CERTIFICATE.

I, the undersigned,.....

being a person registered under the Medical Acts, and being in the actual practice of the Medical Profession, hereby certify that I, on the.....day of.....

(b) Here insert the street and number of the house (if any) or other like particulars.

.....at (b).....in the County of.....

.....personally examined.....

a Soldier of the.....Corps, and that the said Soldier is a dangerous Lunatic proper to be taken charge of and detained under Care and Treatment, and is in such a state of health as not to suffer bodily or mental injury by his removal, and that I have formed this opinion under the following grounds, viz :—

(c) Here state the facts.

1. Facts indicating dangerous Insanity observed by myself (c) .....

.....

.....

.....

.....

2. Other facts (if any) indicating dangerous Insanity communicated to me by others (d) :.....

(d) Here state the information and from whom received.

.....

.....

.....

.....

Signed, Name.....

Place of Abode.....

Dated this.....day of.....One Thousand Nine Hundred and.....

THE IDIOTS ACT, 1886.

I) MEDICAL CERTIFICATE AND STATEMENT.

[SCHEDULE, FORMS 1 AND 2.]

I, the undersigned.....

a person registered under the Medical Act, 1858, and in the actual practice of the medical profession, certify that I have carefully examined.....

.....an infant [or of full age], now residing at.....

and that I am of opinion that the said.....

.....is an idiot [or has been imbecile from birth, or for .....years past, or from an early age], and is capable of receiving benefit from*.....registered under the Idiots Act, 1886.

(Signed)†.....

Date.....

STATEMENT TO ACCOMPANY MEDICAL CERTIFICATE.

If any particulars in this statement be not known, the fact is to be stated.

Name of patient, with Christian name at length - .....

Sex and age - - - - - - - - - - .....

When and where previously under care and treatment (in any Asylum or Institution) - - - - - .....

Whether subject to epilepsy - - - - - - .....

Whether dangerous to others - - - - - - .....

I certify that to the best of my knowledge the above particulars are correctly stated.

(Signed)‡.....

[*To be signed by the parent or guardian of the idiot or imbecile, or the person undertaking and performing towards him the duty of a parent or guardian.*]

---

* Here insert the name of the Hospital, Institution, or Licensed House to which the patient is to be sent.

† To be signed here with full postal address of the certifier.

‡ Name and full postal address.

9A.—RETURN SHOWING THE NUMBER AND OCCUPATIONS OF EPILEPTICS IN THE WORKHOUSES OF THE METROPOLIS IN JUNE, 1893.

(*Handed in by Arthur Downes, Esq., M.D. See Question* 1811.)

METROPOLITAN AREA.

June, 1893.

	Males.	Females.	Total.
Total Inmates at date - - - - - -	17,437	17,452	34,889

Number of Epileptics not certified as of unsound mind :—

	Males.	Females.	Total.
Under 16 years of age - - - - -	11	11	22
16 to 60 years of age - - - - - -	189	247	436
Over 60 years of age - - - - - -	67	101	168
Total - -	267	359	626

State previous occupations so far as known.

(It will suffice to state the occupation and numbers, if more than one, of each occupation.)

MALES.

Occupations.	No.	Occupations.	No.	Occupations.	No.
Labourers - - - - -	105	Glass Blower - - -	1	Carmen - - - -	5
Costermongers and Hawkers	10	Bakers - - - - -	4	Coachmen and Grooms -	5
Farriers and Smiths - -	2	Butchers - - - -	2	Cabmen - - - -	5
Fitters and Engineers - -	3	Boot makers - - -	4	Porters - - - -	12
Painters and Plumbers - -	7	Printers - - - -	2	Cooks - - - - -	2
Iron Moulder - - -	1	Engine Driver - - -	1	Clerks - - - - -	7
Engraver - - - -	1	Furriers - - - -	1	Messengers - - - -	4
Tailors - - - - -	2	Gold Beater - - -	1	Army Pensioners - - -	2
Carpenters, &c. - - -	13	Tobacco Cutter - - -	1	Policemen - - - -	1
Frame Maker - - -	1	Brush Maker - - -	1	Soldier - - - -	1
Plasterer - - - -	1	Grocers and Assistants -	2	Sailors - - - - -	5
Pattern Maker - - -	1	Coffee House Keeper - -	1	No Occupation - - -	29
Brickmaker - - - -	1	Marine Store Dealer - -	1	Not stated - - - -	9
Mason - - - - -	1	Commercial Traveller - -	1	Musician - - - -	1
French Polishers - - -	2	Booksellers' Assistant -	1		
Tanners - - - - -	3	Mattress Maker - - -	1	Total - -	267

FEMALES.

Occupations.	No.	Occupations.	No.	Occupations.	No.
Domestic Servants - -	65	Glove Maker - - -	1	In Post Office - - -	1
Needlewomen - - -	32	Flower Makers - - -	3	Bracket Coverer - - -	1
House Work and Charing -	32	Governess - - - -	1	Cloth Cutter - - -	1
Machinists - - - -	3	Upholstresses - - -	2	Draper - - - -	1
Box Makers - - - -	4	Bookbinder - - -	1	Dyer - - - - -	1
Tailoresses - - - -	6	Hawkers - - - -	3	No Occupation - - -	141
Cooks - - - - -	3	Shell Worker - - -	1	Not stated - - - -	32
Laundresses and Ironers -	13	Bookfolders - - - -	2		
Dress or Mantle Makers -	8	Milk Carrier - - -	1	Total - -	359

ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

96.—RETURN SHOWING THE NUMBER OF EPILEPTICS (SANE AND INSANE), IDIOTS AND INSANE PERSONS IN RECEIPT OF RELIEF IN HAMPSHIRE, WILTSHIRE, AND DORSETSHIRE, AT LADY DAY, 1894.

(*Handed in by Baldwyn Fleming, Esq. See Question* 2185.)

NUMBER OF EPILEPTICS (1. SANE, AND 2. INSANE), IDIOTS AND INSANE PERSONS IN RECEIPT OF RELIEF AT LADY DAY, 1894.

			In-door.								Out-door.								Total In door and Out-door.		Total		
			Under 12 years.		Above 12 and under 20.		Over 20 years.		Total In-door.		Under 12 years.		Above 12 and under 20.		Over 20 years.		Total Out-door.						
			Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.			
Dorset	Epileptics.	Sane	—	—	1	—	7	10	8	10	—	—	1	3	9	8	10	11	18	21	39	Sane	Epileptics.
		Insane	—	—	1	—	5	8	6	8	1	—	1	1	1	—	3	1	9	9	18	Insane	
	Not Epileptic.	Idiot and Insane	—	—	1	1	26	33	27	34	—	—	3	4	16	32	19	36	46	70	—		
Hants	Epileptics.	Sane	—	—	5	—	25	25	30	25	2	—	1	—	17	15	20	15	50	40	90	Sane	Epileptics.
		Insane	2	—	1	—	30	21	33	21	—	—	1	—	6	14	7	14	40	35	75	Insane	
	Not Epileptic.	Idiot and Insane	4	2	6	7	133	193	143	202	2	1	8	4	59	78	69	83	212	285	—		
Isle of Wight	Epileptics.	Sane	—	—	1	—	1	1	2	1	—	—	—	—	6	2	6	2	8	3	11	Sane	Epileptics.
		Insane	—	—	—	—	1	4	1	4	—	—	—	—	1	3	1	3	2	7	9	Insane	
	Not Epileptic.	Idiot and Insane	—	2	—	—	9	11	9	13	—	—	2	3	8	11	10	14	19	27	—		
Farnham	Epileptics.	Sane	—	—	—	—	1	—	1	—	—	—	—	—	—	1	—	1	1	1	2	Sane	Epileptics.
		Insane	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	Insane	
	Not Epileptic.	Idiot and Insane	—	—	—	—	5	3	5	3	—	—	—	—	1	2	1	2	6	5	—		
Wilts.	Epileptics.	Sane	1	—	2	—	14	4	17	14	—	—	—	1	8	11	8	12	25	26	51	Sane	Epileptics.
		Insane	—	—	—	1	9	8	9	9	—	—	1	1	5	8	6	9	15	18	33	Insane	
	Not Epileptic.	Idiot and Insane	—	1	6	2	51	64	57	67	—	1	2	5	38	49	40	55	97	122	—		
TOTALS FOR THE DISTRICT.	Epileptics.	Sane	1	—	9	—	48	50	58	50	2	—	2	4	40	37	44	41	102	91	193	Sane	Epileptics.
		Insane	2	—	2	1	45	41	49	42	1	—	3	2	13	25	17	27	66	69	135	Insane	
	Not Epileptic.	Idiot and Insane	4	5	13	10	224	304	241	319	2	2	15	16	122	172	139	190	380	509	—		
TOTALS			—	—	—	—	—	—	560		—	—	—	—	—	—	329		889		—		

9b.—RETURNS SHOWING THE NUMBER OF EPILEPTICS, ETC.—*continued.*

IDIOT AND INSANE (NOT EPILEPTIC) BETWEEN 12 AND 20 YEARS.

	In-door.		Out-door.	
	M.	F.	M.	F.
Dorset	1	1	3	4
Hants	6	7	8	4
Isle of Wight	Nil	Nil	2	3
Farnham	Nil	Nil	Nil	Nil
Wilts.	6	2	2	5
	13	10	15	16
	In-door 23.		Out-door 31.	

Between 12 and 20—

Males	28
Females	26
	—
	54
Under 12	13
	—
	67

IN-DOOR IDIOT AND INSANE (NOT EPILEPTIC) UNDER 20.

	M.	F.
Dorset	1	1
Hants	10	9
Isle of Wight	Nil	2
Farnham	Nil	Nil
Wilts.	6	3
	17	15
	Under 20 = 32.	

M. under 20	17 in-door.
„ „ „	17 out-door.
F. „ „	15 in-door.
„ „ „	18 out-door.
	—
Total under 20	67

IN-DOOR IDIOT AND INSANE (NOT EPILEPTIC) UNDER 12.

	M.	F.
Dorset	Nil	Nil
Hants	4	2
Isle of Wight	Nil	2
Farnham	Nil	Nil
Wilts.	Nil	1
	4	5
	Under 12 = 9.	

OUT-DOOR IDIOT AND INSANE (NOT EPILEPTIC).

	Under 12.		Under 20.	
	M.	F.	M.	F.
Dorset	Nil	Nil	3	4
Hants	2	1	10	5
Isle of Wight	Nil	Nil	2	3
Farnham	Nil	Nil	Nil	Nil
Wilts.	Nil	1	2	6
	2	2	17	18
	Under 12 = 4.		Under 20 = 35.	

TOTAL INSANE AND IDIOT (NOT EPILEPTIC) UNDER 12.

In-door	9
Out-door	4
	—
	13

10.—(A) STATEMENT SHOWING THE NUMBER OF RECEPTIONS AND THE NUMBER OF FEEBLE-MINDED PRISONERS, MALE AND FEMALE, RECEIVED INTO EACH LOCAL PRISON IN ENGLAND AND WALES DURING EACH OF THE SIX MONTHS ENDED 31ST MAY, 1905.

(*Sent in by Herbert Smalley, Esq., M.D. See Questions* 3544–5.)

	December, 1904.		January, 1905.		February.		March.		April.		May.	
	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.
Bedford—												
Males	40	—	43	—	30	—	56	—	30	—	38	—
Females					*No females at this prison*							
Birmingham—												
Males	427	11	536	19	497	12	523	5	568	3	623	5
Females	103	7	108	6	122	6	148	5	162	2	159	3
Bodmin—												
Males	71	—	96	—	84	—	51	—	44	—	72	—
Females	7	—	8	—	6	—	6	—	4	—	6	—
Brecon—												
Males	30	—	29	—	13	—	30	—	15	—	34	—
Females	—	—	1	—	5	—	1	—	—	—	3	—
Bristol—												
Males	207	2	194	1	195	2	207	1	218	2	200	—
Females	67	—	64	—	41	1	53	—	78	—	75	—
Brixton—												
Males	1,039	14	1,037	14	1,149	19	1,253	20	1,088	14	1,198	25
Females					*No females at this prison*							
Cambridge—												
Males	84	—	82	—	84	—	86	—	76	1	84	—
Females	1	—	5	—	3	—	6	—	5	—	4	—
Canterbury—												
Males	95	2	100	2	129	3	112	1	154	—	126	—
Females	9	—	20	—	11	—	10	—	18	—	16	—
Cardiff—												
Males	291	2	275	1	295	—	234	—	324	—	261	—
Females	61	—	58	—	76	—	59	—	88	—	103	—
Carlisle—												
Males	80	1	108	—	104	1	135	—	83	—	150	—
Females	15	—	12	—	21	—	25	—	22	—	34	—
Carmarthen—												
Males	75	—	62	—	36	—	58	—	70	—	69	—
Females	4	—	6	—	—	—	1	—	5	—	9	—
Carnarvon—												
Males	50	—	61	—	64	—	62	1	69	—	139	—
Females	8	—	6	—	1	—	9	—	2	—	9	—
Chelmsford—												
Males	139	1	129	—	162	1	106	—	132	—	170	—
Females					*No females at this prison*							

(A) STATEMENT showing the Number of Receptions, and the Number of Feeble-minded Prisoners, Male and Female, received into each Local Prison in England and Wales during each of the six months ended 31st May, 1905.—*continued.*

	December, 1904.		January, 1905.		February.		March.		April.		May.	
	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.
Derby—												
Males	256	2	305	2	323	3	338	1	267	3	375	2
Females	31	—	38	2	50	1	48	1	32	—	55	—
Devizes—												
Males	53	—	45	—	51	—	107	—	107	1	107	1
Females	8	—	13	—	13	1	11	—	11	—	12	—
Dorchester—												
Males	60	—	29	—	41	—	65	—	54	—	67	—
Females	2	—	4	—	5	—	8	—	11	—	2	—
Durham—												
Males	570	6	570	4	497	1	569	5	508	1	604	—
Females	280	—	157	1	264	2	159	2	149	1	178	—
Exeter—												
Males	124	2	111	2	134	3	114	—	118	1	131	3
Females	9	—	17	—	13	—	16	—	12	—	14	—
Gloucester—												
Males	88	1	106	3	106	6	107	—	89	1	114	—
Females					*No females*		*at this prison*					
Hereford—												
Males	22	—	20	—	16	—	19	—	30	—	46	—
Females	5	—	5	—	1	—	2	—	4	—	7	—
Holloway—												
Males					*No males at this prison*							
Females (convicted)	1,220	56	1,247	57	1,111	56	1,213	51	1,294	52	1,479	62
Hull—												
Males	372	1	365	1	467	3	437	3	381	4	510	1
Females	89	—	73	1	111	1	67	1	69	—	92	—
Ipswich—												
Males	63	1	57	—	75	1	84	—	100	—	113	—
Females	11	1	2	—	12	—	11	—	8	—	10	—
Knutsford—												
Males	253	3	319	—	147	—	375	3	268	—	399	3
Females	22	—	17	1	15	—	35	1	64	—	23	—
Lancaster—												
Males	73	4	100	15	117	9	108	13	142	19	130	14
Females	17	1	17	2	12	—	16	1	13	—	23	1
Leeds—												
Males	420	30	462	45	488	36	429	23	480	40	501	32
Females	103	10	116	12	104	9	98	6	130	8	134	8
Leicester—												
Males	143	—	147	1	172	2	154	1	154	1	154	1
Females	16	1	13	1	12	—	14	1	14	1	14	1
Lewes												
Males	173	6	148	1	133	—	195	3	165	4	217	6
Females	46	—	24	—	23	—	28	1	14	1	28	2

(A) STATEMENT showing the Number of Receptions, and the Number of Feeble-minded Prisoners, Male and Female, received into each Local Prison in England and Wales during each of the Six Months ended 31st May, 1905—*continued.*

	December, 1904.		January, 1905.		February.		March.		April.		May.	
	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.
Lincoln												
Males	321	15	317	14	325	16	333	17	259	14	318	22
Females	26	1	29	1	24	1	14	5	28	—	18	—
Liverpool—												
Males	1,114	41	957	36	1,054	25	1,053	38	1,099	22	1,076	30
Females	655	14	553	4	669	—	720	4	741	6	730	5
Maidstone—												
Males	153	2	172	1	161	—	141	1	149	—	211	—
Females	12	1	53	—	29	—	45	1	40	—	59	—
Manchester—												
Males	601	19	972	31	966	31	1,129	27	1,150	29	1,149	21
Females	281	6	412	16	394	20	434	6	461	6	518	6
Newcastle-on-Tyne—												
Males	416	16	387	12	279	15	361	14	361	14	361	14
Females	108	—	134	—	121	—	121	—	121	—	121	—
Northallerton—												
Males	150	4	142	4	164	3	161	4	161	—	197	2
Females					*No females at this prison*							
Northampton—												
Males	91	—	140	—	172	—	146	—	136	—	142	—
Females	9	—	14	—	17	—	12	—	10	—	13	—
Norwich—												
Males	120	2	179	—	120	—	128	1	100	—	96	—
Females	9	—	9	—	5	1	10	—	11	—	10	—
Nottingham—												
Males	223	1	186	3	235	1	256	—	233	—	247	3
Females	30	—	21	—	37	—	48	—	23	—	69	—
Oxford—												
Males	74	1	111	5	56	—	89	1	117	—	98	1
Females	10	1	7	1	14	—	3	—	6	1	11	—
Pentonville—												
Males	1,387	107	1,292	95	1,375	116	1,645	148	1,684	160	1,694	175
Females					*No females at this prison*							
Plymouth—												
Males	54	—	66	—	56	—	55	—	50		72	1
Females	24	—	22	—	13	—	26	—	16	—	26	—
Portsmouth—												
Males	123	—	161	—	152	—	164	—	160	—	219	—
Females	43	1	15	—	36	1	39	—	40	—	44	—
Preston—												
Males	381	1	373	—	338	2	354	1	356	4	447	
Females	72	1	80	—	77	1	126	—	83	1	99	1
Reading—												
Males	149	2	125	—	137	—	118	—	135	—	103	1
Females	7	—	11	—	11	1	21	—	22	1	19	2

(A) STATEMENT showing the Number of Receptions, and the Number of Feeble-minded Prisoners, Male and Female, received into each Local Prison in England and Wales during each of the Six Months ended 31st May, 1905—*continued.*

	December, 1904.		January, 1905.		February.		March.		April.		May.	
	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.	Receptions.	Feeble-minded.
Ruthin—												
Males	27	—	31	—	60	—	63	—	42	—	94	1
Females	2	—	3	1	5	—	3	—	3	—	6	—
St. Albans—												
Males	92	1	84	—	84	—	82	1	92	—	77	2
Females	4	—	4	—	11	—	4	—	6	—	2	—
Shepton Mallet—												
Males	62	—	40	1	41	—	43	—	43	2	43	—
Females	4	—	5	—	3	—	3	—	4	—	4	—
Shrewsbury—												
Males	132	—	147	—	130	—	132	—	98	—	182	—
Females	13	—	14	—	8	—	16		16	—	26	—
Stafford—												
Males	494	7	500	8	434	10	430	2	452	6	507	5
Females	87	—	62	—	84	2	45	—	97	1	108	1
Swansea—												
Males	146	—	148	—	158	—	210	—	163	—	200	—
Females	38	—	35	—	32	—	58	—	43	—	41	—
Usk—												
Males	143	3	156	1	99	—	107	1	99	—	149	—
Females	21	—	30	—	33	—	34	1	25	—	26	—
Wakefield—												
Males	1,014	35	959	63	909	137	1,135	47	1,005	31	1,163	36
Females	145	2	120	6	157	5	134	6	146	8	176	3
Wandsworth—												
Males	1,204	9	1,215	24	1,118	28	1,446	21	1,297	11	1,527	16
Females					*No females at this prison*							
Warwick—												
Males	111	—	130	1	128	2	199	—	179	2	199	4
Females	8	—	17	—	11	1	14	1	16	1	20	3
Winchester—												
Males	257	5	204	—	158	1	318	—	266	2	336	3
Females	67	—	51	—	35	1	48	1	47	—	47	—
Worcester—												
Males	92	8	123	6	170	7	155	10	218	8	170	9
Females	18	2	21	1	28	4	27	2	25	2	25	3
Wormwood Scrubbs—												
Males	393	12	395	9	489	11	564	13	489	17	566	15
Females					*No females at this prison*					—		—

(B) A TABLE COMPARING THE RETURNS FOR THE FIRST THREE MONTHS, WITH THE SECOND THREE MONTHS, FOR THE TWO SEXES :—

	Total Receptions.		Total Feeble-minded received.		Average Receptions per month.		Average Feeble-minded.	
	M.	F.	M.	F.	M.	F.	M.	F.
Three months, ended February, 1905	45,247	11,496	1,312	333	15,082	3,832	437	111
Percentage for three months, ended February, 1905	—	—	2·9	2·9	—	—	—	—
Three months, ended May, 1905	51,636	12,995	1,300	290	17,212	4,332	433	97
Percentage for three months, ended May, 1905	—	—	2·5	2·2	—	—	—	—
Six months, ended May, 1905	96,883	24,491	2,612	623	16,147	4,082	435	104
Percentage for six months, ended May, 1905	—	—	2·7	2·5	—	—	—	—

(C) PERCENTAGE OF FEEBLE-MINDED PRISONERS RECEIVED (1) IN PRISONS RECEIVING CHIEFLY FROM URBAN DISTRICTS: (2) FROM RURAL DISTRICTS.

(1). Urban Districts.	Percentage of Feeble-minded prisoners received.		(2). Rural Districts.	Percentage of Feeble-minded prisoners received.	
	M.	F.		M.	F.
Birmingham	1·7	3·6	Cambridge	nil.	nil.
Bristol	·7	·3	Canterbury	1·0	nil.
Brixton	1·6	—	Carmarthen	nil.	nil.
Cardiff	·2	nil.	Chelmsford	·2	—
Holloway	—	4·4	Derby	·7	1·6
Hull	·5	·6	Devizes	·4	1·5
Leeds	·7	8·0	Lancaster	11·0	5·1
Liverpool	3·0	·8	Lewes	2·0	2·4
Manchester	2·6	2·4	Maidstone	·4	·8
Pentonville	8·8	—	Northallerton	1·7	—
Preston	·4	·7	Norwich	·4	1·8
Wakefield	5·6	4·0	Shewsbury	nil.	nil.
Wandsworth	1·4	—	Warwick	·9	7·0
Wormwood Scrubs	2·7	—	Winchester	·7	·7
Average (Urban)	2·3	2·5	Average (Rural)	1·4	1·7

The Return marked A shows the number of prisoners received into each of the local prisons of England and Wales during each of the six months ended 31st May, 1905, and the number of these prisoners who were considered by the medical officers of these prisons to be of such a low order of intelligence as to justify their being regarded as probably feeble-minded from an early age, and such as would be likely, by want of normal self-control, to get into mischief or commit crime.

The monthly return shows a fairly uniform rate for each individual prison, but a considerable divergence when comparing the rates from different prisons. This is, I think, to be accounted for by the varying views of the observers, rather than indicating that feeble-mindedness was more or less prevalent in different parts of the country, or in any particular locality.

Table B gives the total number received, and compares the totals for the first three months with the second three months for the two sexes.

Briefly:—96,883 males received, 2,612 considered feeble-minded; 24,491 females received, 623 considered feeble-minded: total, 121,374 both sexes received, 3,235 considered feeble-minded: giving a percentage of 2·7 of males, and 2·5 of females.

An attempt was made to ascertain whether there was any appreciable difference in the number received from urban in contradistinction to rural districts (see Table C). Twenty-eight prisons were taken, fourteen receiving chiefly from urban and fourteen receiving chiefly from rural districts, with the result that the average percentage for both sexes showed a higher average rate in urban districts, namely, 2·3, against 1·4 for males, and 3·5 against 1·7 for females.

I do not think too much importance should be attached to the figures on this point, because the population of the prisons chosen, though as far as possible typical of the two classes, urban and rural, yet are not solely made up of one or other class, and also the numbers are too small to justify a very definite conclusion.

In my opinion, the percentage of 2·7 males and 2·5 females rather under than over-estimates the real state of things. But the figures sufficiently indicate that a considerable amount of crime, though possibly much of it may be of a petty character, is committed by feeble-minded persons, and probably owing to their mental defect. Many of them would not have been sent to prison had they been properly dealt with during school life, and subsequently on reaching adult age, and society would have been spared their repeated depredations. It is worthy of notice that the greater number of these prisoners, though considered feeble-minded, were deemed fit to undergo the ordinary prison routine, without harm accruing from the prison discipline,—only some 10 per cent. of the whole number having to be treated under the special rules for feeble-minded alluded to in my evidence before the Royal Commission.

It is this residue which, from a purely prison point of view, it is so urgently necessary to deal with, by some means of compulsory detention, continued so long as it is required; which in many, if not most, instances, would have to be for life. The number is of such dimension as could be dealt with without enormous expense. In the three years ended 31st March, 1905, the total reported was 1,090, but this does not represent the actual number of individuals, for many appear more than once. Thus for the six months ended 30th September, 1905, 165 cases were reported as unfit for the ordinary prison discipline, owing to mental defect, other than actual certifiable insanity—but I have ascertained that these 165 cases were made up of only 126 individuals, *i.e.*, nearly one fourth of the total reported were for repeated offences, even in this short period. In the longer period of three years a still smaller proportion of individuals would probably be found, but calculating at the same rate, the 1,090 cases would only be represented by some 822 individuals.

HERBERT SMALLEY.

11.—FORMS RELATING TO THE WORKING OF THE ELEMENTARY EDUCATION (DEFECTIVE AND EPILEPTIC CHILDREN) ACT, 1899.

(*Sent in by Dr. Alfred Eichholz. See Question* 3614, *page* 206, *sub-section* 6.)

Elementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION.
FORM 42 A (D.E.).

.....School Authority.

County of.....

(A).—MEDICAL REPORT UPON DEFECTIVE CHILD.

Name (in full).....

General aspect and expression.

e.g., Undersized.

Dull.

II. Physical State.

General health and nutrition.

Form and size of head.

Form of palate.

Form and pose of hand extended.

Any physical or nervous peculiarities.

III. Mental State.

Response—slow or ready.

Educational attainments—

Reading.

Calculation.

Writing.

Manual.

Peculiarities.

IV. Diagnosis.

Mentally defective, mentioning degree of defectiveness.

Physically defective, mentioning physical defect.

V. General observations as to line of training indicated.

Signed .....

Address .....

Date .....

Elementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION
FORM 42 B (D.E.).

.....School Authority.

County of.....

(B.)—PARTICULARS OF CHARACTER, CAPACITY, AND ATTAINMENTS OF CHILD PROPOSED FOR ADMISSION TO SPECIAL SCHOOL OR CLASS.

1. Name of child and address - - - - - -	
2. Age - - - - - - - - - - - -	
3. How long has the child attended school? - -	
4. What is the appearance of the child—stupid or bright?	
5. Is the child: 1. Obedient; 2. Mischievous; 3. Spiteful?	
6. Are the habits of the child correct and cleanly?	
7. Are the propensities of the child peculiar or dangerous?	
8. What is the mental capacity of the child	
(i) Observation.	
(ii) Imitation.	
(iii) Attention.	
(iv) Memory.	
(v) Reading.	
(vi) Writing.	
(vii) Calculation.	
(viii) Colour.	
(ix) Special tastes.	
9. Is the child affectionate or otherwise? - - -	
10. Has the child any moral sense? - - - - -	
11. Have you any other information bearing on the case?	
12. Has the child been in regular attendance? if not, state why.	

Signed.....

School.....

Department .....

Date .....

N.B.—In filling up this Form avoid general terms such as "fair," "moderate," &c., and say in the simplest terms what the scholar can do.

This Form should be filled up by the Teacher of an ordinary School sending Child to be Examined with a view to Admission to Special School or Class.

lementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION.
Form 42 C (D.E.)

.....School Authority.

County of.....

(C) PARTICULARS OF FAMILY HISTORY OF CHILD ADMITTED TO SPECIAL SCHOOL OR CLASS.

Name of Child.....

1. What is the bodily and mental condition of the parents?
2. Are they temperate or otherwise?
3. Family History:—

(Living) Present Age.		Present state of Health.	Age at date of death.		Cause of death.	Year of death.
Father,	alive, aged -		Father,	died, aged -		
Mother,	alive, aged -		Mother,	died, aged -		
Brothers,	alive, aged -		Brothers,	died, aged -		
	alive, aged -			died, aged -		
	alive, aged -			died, aged -		
	alive, aged -			died, aged		
Sisters,	alive, aged -		Sisters,	died, aged -		
	alive, aged -			died, aged -		
	alive, aged -			died, aged -		
	alive, aged -			died, aged -		

4. Has any near relative, dead or living, suffered from Insanity, Fits, Consumption, Scrofula, or any other hereditary disease? - - - -
5. When was the mental deficiency of the child first observed? - - - - - - - - -
6. To what cause is this mental deficiency attributed?
7. Is the child subject to Epileptic or other Fits? -
8. From what illness has the child suffered? - -
9. Has the child received any special treatment? If so, where? - - - - - - - - -
10. Is the child improving or otherwise? - - -
11. When did the child commence to walk? - -
12. When did the child commence to talk? - - -

Name and Address of Person giving the above information. .....

.....

Date.....

Signed .....

Teacher of Special School or Class.

Date.....

N.B.—The Teacher of the Special School or Class should be responsible for the due filling up of this Form.

Elementary Education (Defective and Epileptic Children) Act, 1889, *Sec.* (3).

BOARD OF EDUCATION.
Form 42 (D).

(D) FORM OF MEDICAL CERTIFICATE.

.....School.

County of.....

Certificate as to Defect of Child attending a Certified School.

Name (in full).....

I....., a duly qualified practitioner, approved by the Board of Education, certify that..... not being imbecile and not being merely dull or backward, is, by reason of (1)* mental, or (2)* physical, defect, incapable of receiving proper benefit from the instruction in an ordinary public elementary school, but is not incapable, by reason of such defect, of receiving benefit from instruction in a certified special class or school.

(Signed).....

(Residence and qualification as medical practitioner) .....
.....

(Date).....190.....

* Strike out if not applicable.

Elementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION.
Form 43 (D.E.)

.....School.

Local Education Authority.....

(E) HALF YEARLY REPORT UPON MENTALLY DEFECTIVE CHILDREN.

Name..... Age..... Date.....

I. Elementary Attainments.
- Speech
- Reading
- Writing
- Number
- General Information
- Scripture

II. Manual Attainments.

Subjects as taken
- .....
- .....
- .....
- .....

III. Character, Habits, Physique.
- Discipline
- Response
- Will power (including mental balance and energy)
- Memory
- Physique (including height and physical balance)
- Physical exercises
- Moral propensites
- Sensory conditions

Attendance

Special Remarks

(Teacher's Signature).....

(Date). .....190.....

Elementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION.
Form 45 (D.E.)

.....School.

Local Education Authority.....

(F) HALF-YEARLY REPORT UPON EPILEPTIC CHILDREN.

Name..... Age..... Date.....

1. Elementary Attainments.
   - Reading
   - Recitation
   - Writing
   - Number
   - Object Lessons and Nature Study
   - Geography and History
   - Scripture

2. Manual Attainments.
   - Subjects as taken
   - .....
   - .....
   - .....
   - .....

3. Character, Habits and Physique.
   - Discipline
   - Response
   - Memory
   - Mental activity (dull or acute or intermittent)
   - Will power (including energy and mental balance)
   - Physique (including height and physical balance)
   - Physical exercises
   - Moral propensities

Attendance

Special Remarks

Teacher's Signature.....

Date.....190.....

Elementary Education (Defective and Epileptic Children) Act, 1899.

BOARD OF EDUCATION
Form 44 (D.E.

.....School.

Local Education Authority.....

(G) HALF-YEARLY REPORT UPON PHYSICALLY DEFECTIVE CHILDREN.

Name..... Age..... Date.....

1. Elementary Attainments.
   - Reading
   - Recitation
   - Writing
   - Number
   - Object Lessons
   - Geography and History
   - Singing
   - Scripture

2. Manual Attainments.
   - Subjects as taken
   - .....
   - .....
   - .....
   - .....

3. Character, Habits, and Physique.
   - Discipline
   - Response
   - Memory
   - Will power (including energy)
   - Endurance (fatigue)
   - Physique

Attendance

Special Remarks

Teacher's Signature.....

Date.....190.....

12.—COPY OF A TEACHER'S RECORD BOOK OF A SCHOLAR IN THE KINGSGATE ROAD SPECIAL COUNCIL SCHOOL, KILBURN, LONDON, N.W.

(*Sent in by Dr. Alfred Eichholz. See Question* 3614, *page* 208, *col.* 2.)

Name, J——— M———
Date of admission, 23rd May, 1898.
Date of birth, 23rd January, 1891.

Half-Year ending Midsummer, 1903.

Elementary Subjects.

Speech.—Has had an impediment: a form of stuttering; is much improved at times.

Reading.—Is reading Standard I. with some difficulty; appreciates sound.

Number.—Is learning the composition of numbers to 18; easy addition and subtraction tables a difficulty.

Writing.—Is doing transcription with intelligence; writes well and carefully.

Manual Instruction.

Kindergarten.—Is very interested and industrious in occupations; fond of basket weaving.

Drawing.—Is original in free drawing; accurate, careful and painstaking in copy.

Woodwork.—Still very poor; has not improved very much during the time he has attended.

Needlework.—Not taken.

Cookery.—In demonstration bright and takes notice; in practice slow and too inclined to ask for help, owing to over-anxiousness.

Laundry.—Seems lacking in power to grasp the subject and in method.

Housewifery.—Not taken.

Character, Habits, etc.

Easily agitated, unduly excited, highly nervous; seems to be in a perpetual whirlwind.

Response.—Rapid and incorrect, thoughtless; responds wonderfully to kindness.

Will power.—Feeble; much talk in playground; no power of organisation.

Memory.—Very defective in reasoning; good in rhythm.

Discipline.—A very good boy; particularly anxious to please; always obedient.

Health.—Good on the whole; suffers with headaches at times; becomes "blue" with the cold in winter.

Attendance.—Absent three times in four months.

Half-Year ending Christmas, 1903.

Elementary Subjects.

Speech.—Sometimes speaks in an agitated manner; articulation fairly correct.

Reading.—Is continuing Standard I.; reads with greater intelligence.

Number.—Is learning simple multiplication and very easy little money additions; range, 90.

Writing.—Is continuing transcription; can write a simple letter with intelligence.

Manual Instruction.

Kindergarten.—Is learning brush-work, clay-work and cane-weaving; is painstaking and interested.

Drawing.—Is drawing leaves and flowers from copy and nature.

Woodwork.—Improving very much.

Needlework.—Not taken.

Cookery Demonstration.—Attentive, answers well. Practical.—Takes pains, but asks for too much help.

Laundry.—Always a good boy; ironing is hopeful; he should make a fairly good hand at it.

Housewifery.—Not taken.

Character, Habits, etc.

Perpetually flustered; very kind-hearted, truthful; most anxious to oblige.

Response.—Still answers before thinking; responding to teaching.

Will power.—Still easily influenced; can be trusted to work alone.

Memory.—Learns quickly by heart, as a parrot; quite indifferent to meaning.

Discipline.—Never gives trouble.

Health.—Has very bad circulation; seems to suffer acutely with cold.

Attendance.—Good; absent once in six months.

Half-Year ending Midsummer, 1904.

Elementary Subjects.

Speech.—Still speaks in a nervous manner; finds difficulty in expressing thoughts; enunciation correct.

Reading.—Is improving; reads with greater pleasure; takes more interest in books; understands matter.

Number.—Is continuing multiplication and beginning very easy division; does not remember tables, therefore progress marred.

Writing.—Is a very good writer, careful, clean; can write a letter, sensibly composed.

Manual Instruction.

Kindergarten.—Always painstaking and industrious, showing aptitude in claywork.

Drawing.—Is correct in copy; original in ideas; draws well from nature or model.

Woodwork.—Takes great interest in his work; very painstaking; weak in chiselling; has made watch-stand.

Needlework.—Not taken.

Cookery.—Attentive, but requires prompting; careful, takes great pride in his work.

Laundry.—Industrious, but incapable of working without guidance.

Housewifery.—Not taken.

Character, Habits, etc.

Over-anxious, unduly agitated, easily upset by boys' disparaging remarks in playground, very sensitive.

Response.—Responds quickly, oftentimes incorrectly; guesses at meaning; needs much kindness to overcome reserve.

Will power.—Is still feeble; cannot rule in any game; has to be guarded in playground.

Memory.—Not aided by reason; fond of rhythm; words easily acquired, tables the exception.

Discipline.—Always obedient, obliging; particularly truthful, even to the disadvantage of self.

Health.—Has improved lately; is becoming more manly in physique.

Attendance.—Has never been absent for six months.

Half-Year ending Christmas, 1904.

Elementary Subjects.

Speech.—There seems to be great difficulty in beginning to speak; the difficulty seems growing instead of diminishing.

Reading.—Is making good progress; reads for pleasure; handles book awkwardly and stands more so.

Number.—Is making some progress with four rules, but works mechanically; not much reason displayed.

Writing.—Is able to express ideas in words, and can read simple addresses written.

Manual Instruction.

Kindergarten.—Is painstaking and interested, particularly so in painting and gardening.

Drawing.—Shows taste, and draws with precision and with accuracy.

Woodwork.—

Needlework.—Not taken.

Cookery.—

Laundry.—Very good; showed marked improvement.

Housewifery.—Not taken.

Character, Habits, etc.

Truthful, kind, reliable until tired, which soon occurs; looks more "foolish" than formerly.

Response.—Responds without thought; wonderfully grateful for kindnesses shown.

Will power.—Can always be trusted to work alone; feeble will, of which quite small boys take advantage.

Memory.—Can remember with ease the school songs, but rarely understands the context.

Discipline.—Most obedient, unselfish and obliging to teacher; feels responsible for the honour of the class.

Health.—Has deteriorated lately; so wretchedly unhappy with the cold.

Attendance.—Has been absent times in six months.

13.—REGULATIONS OF THE CUSTODIAL INSTITUTION OF ST. JOSEPH, URSBERG, BAVARIA.

(*Handed in by Dr. Alfred Eichholz. See Question* 3826.)

Chapter I.

Title, Objects, and Maintenance.

1. The institution is called the Custodial Institution of St. Joseph, Ursberg.

2. The object of the institution is to educate and train feeble-minded, deaf mutes, epileptics, and defectives of both sexes.

Note.—Normally educable deaf mutes and cripples are not accepted for admission.

3. The institution is maintained partly by the contributions made on behalf of the inmates, partly by charitable donations, and partly out of the resources of the sisterhood.

Chapter II.

Management.

4. The institution is managed entirely by the Sisters of the Congregation of St. Joseph in Ursberg.

5. The institution is Catholic in character but members of other creeds may also be admitted.

Chapter III.

Contributions.

6. The annual contribution is as follows—

First class	550 marks	(£27 10 0)
Second class	350 marks	(£17 0 0)
Third class	250 marks	(£12 10 0)

The terms are subject to revision in special cases.

7. The annual contribution does not include

(*a*) Expenses of special apparatus employed in individual cases, of clothing and linen, and of postage and freight.

(*b*) Special medical fees for major operations and for consultants.

8. The contribution is as a rule payable quarterly.

9. Contributions may be commuted so as to cover the whole cost of training at one initial capital payment.

10. In such cases the congregation becomes the proprietor of the capital payment, but deposits a mortgage bond upon its estate as security for the amount.

Chapter IV.

Admission.

11. The institution is open for the admission of the various types of defectives noted in paragraph 2 who are otherwise fitted to benefit by the training which the institution affords.

12. New cases are admitted by the superior, to whom all applications should be sent.

13. Applications for admission should supply the following information:—

(*a*) Name, position, family circumstances, residence, Character, and resources of the applicant.

(*b*) certificates of birth, baptism, and vaccination, accompanied if possible by school reports.

(*c*) A notification of the Sacraments which the applicant has already received.

(*d*) A medical certificate signed by a registered German practitioner. The certificate should be recent, and not older than four weeks; it must be the result of personal examination, and should indicate the general condition of health.

(*e*) The consent of the applicant. If the applicant is incapable of acting for himself the consent of his official trustee is necessary, failing this, the consent of the next-of-kin, *i.e.*, husband or wife, parent, children, and failing these brothers or sisters.

14. Applicants must be provided with bed, bedding, and outfit.

Chapter V.

Discharge.

15. Discharge must ensue upon:

(*a*) The request of an inmate who, having entered voluntarily, is now fit to act for himself.

(*b*) The demand of an official or police authority.

(*c*) Mental or physical deterioration necessitating removal to an asylum or elsewhere.

16. The superior may require the discharge of an inmate under the following circumstances:

(*a*) If, after every effort to train him, continued residence in the institution becomes impossible owing to incompatability with the remaining inmates of his own class,

(*b*) If the conditions of admission are not fulfilled.

17. Where the discharge of an inmate may involve compulsory removal to an asylum or elsewhere, the superior will, in accordance with statute, notify and await the decision of the local police authority.

18. When an inmate is discharged for whom commuted payment has been made the remainder of the payment is returned, after deduction of expenses incurred during his sojourn in the institution.

As a rule repayment shall be made within a year and shall be made according to the class of patient.

If the class has not been previously specified it will be understood that commuted payments of the following amounts shall apply for each class.

Not less than 3,000 marks (£150) for the third class.
Not less than 6,000 marks (£300) for the second class.
Over 6,000 marks (£300) for the first class.

19. On the discharge of an ordinary inmate the balance of moneys held on his account is returned, after deducting payments made on his behalf out from the resources of the institution or elsewhere.

20. On the death of an inmate any balance of his account is devoted to the welfare of the institution.

Chapter VI.

Classification of Inmates.

21. Non-educable imbeciles are kept apart.

Deaf mutes and cripples are separated entirely from mentally defectives, cretins, and epileptics.

22. Inmates are classified further according to surgical and mental condition, sex, and position, and to annual or commuted contribution.

23. Whenever practicable a separate sitting and bedroom is allotted to each adult patient.

Supervision is conducted by a sister of the Order, helped by a nurse when necessary.

Chapter VII.

Medical Supervision.

24. A medical officer residing either in the institution or in close proximity is responsible for the medical supervision of the institution. He visits at least once a day in the forenoon, to satisfy himself as to the condition and treatment of the inmates.

25. Each case is brought before the medical officer on admission for examination as to classification, training, and treatment.

26. A special bed and locker for clothing and linen is allotted to each inmate.

27. During sickness patients are nursed in separate sick rooms.

28. Isolation rooms are set apart for dealing with infectious cases as far as possible.

29. The medical officer keeps a complete register and record of all cases of sickness. He prescribes the dietary and rules for bathing in cases of sickness.

30. The medical officer reports to the superior, or, in the absence of the superior, to the sister in charge. He notifies the outbreak of an epidemic to the local authority.

31. The medical officer prescribes drugs, and supervises a fully qualified dispenser, acting under an apothecary's licence.

32. Ventilation, day and night, is secured by the best appliances. Disinfection, where necessary, is carried out under medical direction.

33. The gardens and open spaces and corridors around the institution, and the neighbouring St. Michael's Mount, are available for open air exercise.

34. With the sanction of the medical officer, walks of various lengths are provided for, on Sundays, festivals, and during the holidays.

35. Each inmate must be washed and brushed every morning. He must perform this duty for himself if possbile.

Linen is changed weekly, and bed linen monthly, but more frequently if necessary.

36. Hot and cold baths are provided at regular and special intervals, according to necessity.

Children are bathed once a week in summer, fortnightly in winter. Adults fortnightly in summer, monthly in winter.

Chapter VIII.

Visitors.

37. Visitors for any length of time are only permitted in the most urgent cases and with the sanction of the medical officers.

38. Short visits of friends and acquaintances are permitted with the sanction of the governing body of the institution in consultation with the medical officer as to the number of visitors, length of stay, and behaviour during the visit.

Chapter IX.

Food and Dietary.

39. Breakfast consists of broth, milk, or coffee.

40. Forenoon lunch consists of bread, or bread and milk or beer.

41. Dinner consists of soup, meat and vegetables (Sunday, Tuesday, Thursday). Soup and pudding (Monday, Wednesday, Saturday).

42. The afternoon meal consists of bread, bread and milk, bread and fruit, or bread and beer.

43. Supper consists of broth with dumplings, or broth with bread and cheese, or stew, or broth with pudding.

44. The dietary is revised quarterly by the superior, according to season, and is kept in the kitchen.

A more liberal dietary can be supplied on a higher scale of payment.

Chapter X.

Instruction.

45. Educable cases receive regular instruction without distinction of age and sex by Government certificated teachers, the course of instruction being modelled where practicable on that of the ordinary elementary school.

46. A necessary limitation to the above plan applies in cases of partially educable epileptics and defectives, who come under the Government regulation of March 24th, 1890.

47. Children who reach the limit of school age are taught for two to six hours a week in the continuation school, in order to strengthen and widen their attainments.

48. Deaf mutes are taught during and after school or according to the special methods of instruction applicable to their affliction.

49. Senior pupils with musical aptitude may be taught music by certificated teachers.

50. Senior male pupils are taught many varieties of manual employment, senior female pupils receive instruction in handiwork and housework.

51. Special care is given to the training of pupils in the knowledge of God, of their surroundings, and of themselves and to preparing them for receiving the holy sacraments.

Chapter XI.

Occupation.

52. The institution aims at making the inmates useful members of the community both within and without the limits of the institution.

With this object those who are educable are trained under constant supervision in the following manual employments, with the sanction of the medical officer and in accordance with their mental and physical condition—

1. The various branches of administration: field-work, stables and mews, sawmills, flourmills, bakery, brewery, kitchens, and garden.
2. Basket-weaving, brushmaking, saddlery, boot-making, tailoring, joinery, bookbinding, smith's work, mechanic's work, etc.
3. Knitting, darning, sewing, laundry-work, ironing, etc.

53. Inmates incapable of work must not be employed on these occupations.

Chapter XII.

Maintenance of Order.

54. The inmates are expected to give willing obedience to those in authority, to behave themselves in an orderly fashion, and to fulfil all the rules and ordinances of the institution.

They are forbidden to destroy, to injure, or to spoil with intention, and they are expected to observe order and cleanliness in all things.

55. They must observe quiet and good manners in their intercourse with each other.

56. The institution is conducted in a spirit of love and kindliness, but with due regard to the serious and earnest tone which the work entails.

57. In administering punishment, bodily and mental condition receive the fullest consideration.

58. The punishments are the following:

(*a*) Warnings, friendly and serious.
(*b*) Isolation, including isolation at meals.
(*c*) Withdrawal of minor meals.
(*d*) Exclusion from exercise and games.
(*e*) Reporting to the sister in charge and the superior.
(*f*) In the case of children, corporal punishment as in elementary schools—with the sanction of the medical officer.
(*g*) In the case of children, withdrawal from games and recreation for periods not exceeding six hours, with the sanction of the medical officer.
(*h*) In the case of children, withdrawal of one or two meals, with the sanction of the medical officer.
(*i*) Exclusion from the institution.

Punishments (*a*) to (*f*), may be ordered and inflicted by the senior sisters or teachers. Punishments (*g*) to (*h*) may be ordered only by the sister in charge or the superior. Exclusion from the institution may only be ordered by the superior.

Corporal punishment of adults is forbidden under all circumstances.

Chapter XIII.

Time-Table.

59. The daily time-table is as follows—

A. Week-days.

5 a.m.—Rising, dressing, morning prayer.
5.45.—Breakfast.
6.15.—Holy Mass.
7.0.—Work.
9.0.—Lunch.
9.30.—Work.
11.0.—Dinner.
12. noon.—Free.
1 p.m.—Work.
3.—Afternoon meal.
3.30.—Work.
4.45.—Prayer (rosary).
5.15.—Free.
6.0.—Supper.
7.0.—Free.
8.30.—Evening prayer, bed.
At 9 o'clock all inmates must have retired.

B. Sundays.

6 a.m.—Rising, dressing, morning prayer.
6.30.—Breakfast, free.
8.15.—Morning service, free.
9.30.—Lunch, free.
11.0.—Dinner, free.
1.30 p.m.—Afternoon service, free.
3.0.—Afternoon meal, free, walks.
6.0.—Supper, free.
8.0.—Prayer, bed.

The medical officer may alter the time of rising in special cases. (Parag. 25.)

60. In winter the time of rising is half an hour later, with corresponding postponement of all duties which come before the first period for work.

61. Children rise one hour later than adults, hear mass at 7, attend school for periods similar to those adopted in elementary schools, go to afternoon prayer with the adults, and go to bed an hour earlier.

Only those inmates who are mentally capable and possess the necessary understanding take part in divine service.

Chapter XIV.

62. These regulations, which form an appendix to the constitution of the Sisterhood of St. Joseph, having received the approval of Government, take effect from this date. (July 11th, 1898.)

A. Eichholz.

June 30th, 1905.

14.—COPY OF CORRESPONDENCE WITH THE METROPOLITAN ASYLUMS BOARD RESPECTING THE BRIDGE SCHOOL AT WITHAM.

(*See Question* 4978, *page* 281, *col.* 2.)

[COPY.]

30th January, 1906.

Dear Sir,—With reference to the enclosed cutting from the *Lancet* of the 27th instant, my Commissioners would be much obliged if you could give them some further particulars respecting the Bridge School at Witham. How many will it hold? What is the acreage? What are the different kinds of work that are intended to be carried out? This, and any other information that you think would be of interest to my Commissioners, would be appreciated. Will you kindly return the cutting with your reply?

Yours faithfully,
(Signed) E. A. H. JAY,
Assistant Secretary.

T. Duncombe Mann, Esq.,
Metropolitan Asylums' Board,
Embankment, E.C.

[COPY.]

Metropolitan Asylums' Board,
(Corner of Carmelite Street),
Embankment, London, E.C.,
8th February, 1906.

C.W.
C. 1751A.

Children's Committee.

Sir,—In reply to your enquiry, dated 30th ult., with regard to Bridge School, Witham, I have to inform you that it is intended to use this Institution as a means of providing, for the present, for the elder male feeble-minded cases referred to in the concluding paragraph of the evidence which I tendered to the Commission on behalf of this Board.

As I stated therein, a number of these cases, and a number of females, have for some time past been accommodated in some of the cottages on the estate of the High Wood (Ophthalmia) School, Brentwood, where they were visited by some of your Commissioners, but it was only intended that the use of these buildings at High Wood School should be temporary, and the Board have unanimously approved a proposal to set up a Working Colony of feeble-minded cases. It has been found that more accommodation for males is now urgently required, and the Board have, with the approval of the Local Government Board, decided to make use of Bridge School for this purpose, pending the Report of your Commissioners.

Bridge School is an old building, accommodating about 160 cases, on a site of about 7¼ acres. It has hitherto been used as a school for children suffering from ringworm, but it will not be required for this purpose after the 25th March next, and arrangements are being made for putting it to its new use as soon as possible after that date.

The occupations now carried on by the males at High Wood School are boot-making and farming or gardening, and these will be continued at Bridge School, together with one or two new industries, which will shortly be determined upon, and such further extension in the industrial work will be made from time to time as is found to be possible.

It is proposed to appoint a superintendent or crafts-master to be in charge of the institution, and to organise and supervise the industrial work and training, with a visiting medical officer to advise as to the classification and treatment of the inmates, and an industrial trainer for each branch of the industrial work.

I return, as desired, the cutting which accompanied your letter.

I am, Sir,
Your obedient servant,
(Signed) T. DUNCOMBE MANN,
Clerk to the Board.

14A.—INSTITUTIONS FOR THE TREATMENT OF IMBECILE AND FEEBLE-MINDED PERSONS UNDER THE CONTROL OF THE METROPOLITAN ASYLUMS' BOARD ON FEBRUARY 9th, 1907.

(*Referred to in the Evidence of T. Duncombe Mann, Esq. See Question* 4978, *pages* 281 *and* 282 *ante.*)

Asylums.	Normal Accommodation. Saturday, 9th February, 1907.			Patients under treatment, 9th February, 1907.		
	M.	F.	Total.	M.	F.	Total.
Caterham	888	1,055	1,943	838	1,031	1,869
Leavesden	859	1,018	1,877	815	971	1,786
Darenth:						
Training School Section for Children	272	230	502	245	205	450
Industrial Colony Section for Adults	450	602	1,052	469	594	1,063
Pavilions at present used for unimprovable children	308	132	440	288	149	437
Tooting Bec Asylum:						
Adults	381	474	855	272	449	721
Additional accommodation now in course of erection	105	102	207			
Receiving Home for Children	20	16	36	9	8	17
Rochester House Temporary Asylum (closed)	(temporary)					
Gore Farm Temporary Asylum (closed)	(temporary)					
*Belmont Asylum	336	—	336	298	—	298
Total	3,619	3,629	7,248	3,234	3,407	6,641

* These numbers apply to the portion of this asylum now in use. Plans for the adaptation of the remaining portion (to accommodate about 470 patients) are now under the consideration of the Local Government Board.

Homes for Feeble-Minded.	Normal Accommodation, 9th February, 1907.		Patients under treatment, 9th February, 1907.	
	M.	F.	M.	F.
Lloyd House, Pentonville	—	20	—	20
12, Lloyd Street, Pentonville	—	8	—	7
81, Earlsfield Road, Wandsworth	—	10	—	8
60, 62, 64, Kingswood Road, Fulham	22	—	21	—
16, Elm Grove, Peckham	14	—	13	—
Surrey House, S. Ann's Hill, Wandsworth	16	—	14	—
(*a*) High Wood School, Brentwood (*Cottages at*)	—	Say 60	—	36
(*b*) Bridge Industrial Home, Witham	Say 150	—	63	—
Total	202	98	111	71
	300		182	

(*a*) Working colony for elder girls.
(*b*) Working colony for elder boys.

15.—OUTLINE OF A SCHEME OF EDUCATION BY WHICH IT IS BELIEVED THE MIND WOULD BE STRENGTHENED, AND THE TENDENCY TO FEEBLENESS OF MIND DIMINISHED; BY CHARLES MERCIER, ESQ., M.D., F.R.C.P.

(*See Questions* 6735–6.)

In season and out of season, for many years, I have been insisting, *vox clamantis in deserto*, that in insanity the main disorder, and the important disorder, is not disorder of intellect, is not even disorder of mind, but is disorder of conduct. In the relations of the individual with all the circumstances of life, the important factor is not intelligence, is not mind, but is conduct. If a man pursues a normal, prudent, dutiful, successful, sympathetic course of conduct throughout his life, we need no more. We need not enquire into the efficiency of his intelligence, or of any of his mental faculties. He may be an unconscious automaton for aught we need concern ourselves with. The interest of men in each other is, primarily, mainly, and substantially, in each other's conduct; and their interest in each other's minds is secondary. The investigation of mind is, no doubt, very interesting; and, as a means to the determination of tendencies in conduct, is, no doubt, important; but it is by conduct that a man is judged. It is by conduct that he determines the course of his own life and influences that of his fellows. It is conduct that we desire to alter in the criminal, in the lunatic, the profligate, the idler, the waster, and the incompetent. The object aimed at in education should be training in conduct; not merely training in intelligence; still less the mere instilment of facts; still less the rote acquisition of words that may or may not stand, in the mind of the learner, for facts.

The general course of education in the past has been the reverse of this. It is true that it has been impossible to devise a scheme of education into which some training in conduct has not crept; but the rule has been to teach the learner, first of all, and most of all, to say; second, and less urgently, to know; and last, and least of all, to do. A system of education which I am old enough to remember, and to have suffered from, taught children first of all to read and write, for some teaching in doing was found inescapable; but at this stage, the teaching of conduct ended. Thenceforward, all that was taught was words; and, as if to divorce this teaching, even of words, as far as possible from all influence upon conduct, the words taught were those of a foreign language, and of a dead foreign language. The inverted subject was taught in an inverted manner. The language, the foreign language, the dead foreign language, was taught, not by the obvious and natural method, a method so easy that every child begins to acquire language while still in his nurse's arms, but by a method made, artificially, so difficult, that not one in ten thousand of the persons who spend years in its acquisition ever become able to speak it. It is taught by an elaborate system of rules, which are to the learner, during great part or the whole of his novitiate, forms of words which convey no meaning. These rules they learn by rote, and the task usually results in giving the pupil the ability to utter a long succession of sounds, to which he attaches no sense whatever. The whole ingenuity of many generations of pedagogues appears to have been concentrated upon devising a system of occupying the time of children in matters as remote from all influence upon knowledge, as well as conduct, as it is possible to conceive.

Subsequent to this style of education came into fashion one which gave effect to the doctrine that the function of education is to impart knowledge; by which was usually meant a mass of facts unconnected, or but little connected, with each other; united by no generalisation, illustrating no leading principle, but as far as possible isolated from one another, and communicated by verbal descriptions only, so that the words soon became detached from the things they were meant to represent, and the general result was that the pupil gained, as before, a string of sounds committed to memory. In this way were taught geography and history, both so-called. Some part of the reasoning faculty was, indeed, cultivated by teaching of mathematics, but this also was made, as far as possible, a matter of memory, and of memory of words. Still, the system showed an advance. It recognised that a knowledge of things as well as of words was desirable; and it even ventured, timorously, to suggest that the cultivation even of reasoning power might be brought into the curriculum. Still, however, the ultimate end of education, the regulation of conduct, was entirely ignored. There was, with one exception, no teaching to do anything. The exception is notable. Thanks to the strong influence which militarism always exerts in societies not yet emerged from barbarism, a course of military drill was usually added to the curriculum. So far as it taught the pupils to do something, this was to the good; but so far as it taught them that all initiative was to be suppressed, that all acts were to be precisely uniform, and to be made in obedience to the word of command, it was unmitigatedly noxious.

Of late years, great insistence has been laid upon the teaching of science. The discoveries, the victories, the achievements of science in many departments, have been so momentous, that an appreciation of its importance was forced upon the reluctant attention of the pedagogue, and the decree went forth that science must be taught: and it is taught; but how? Better, it is true, than it was at first. So strong was the influence of the mortmain of mediæval methods, that learning science was at first understood to mean committing to memory words, which might or might not carry to the mind of the learner a knowledge of the things the words were meant to signify. But the tardy revolt, against the nature of the subjects taught, extended at length to the mode of teaching. The discoveries of science had been made by contact with things; and the leaders in science insisted that the teaching of science must be a teaching of the knowledge of things, and not a mere vain repetition of empty words. The pupils must handle things, must see, hear, touch, smell, taste, manipulate. So far so good. At length real knowledge was to be acquired. At length the despotism of words was broken down. And, to some extent, as a subsidiary matter, and incidentally, as it were, the doing of things at length began to be taught. Apparatus, implements, materials, are provided, and the pupils are taught to use them; and, in using them, they gain, not only a real knowledge of things, but also a limited and superficial experience in action. Still, however, the aim of education is avowedly to impart knowledge, not to inculcate conduct. Of course, conduct must be based upon knowledge. Conduct based upon error of belief must itself be erroneous. Conduct is the adaptation of action to circumstances, so that, by action, ends may be attained; and, in order that action may be successful, circumstances must be rightly apprehended. But knowledge is not itself an end. Knowledge is of value only so far as it is a guide to action; only in so far as it prevents waste and misapplication of effort, leading to failure and bafflement of endeavour. Knowledge is not itself an end, and all knowledge is not equally useful. There is knowledge which is vitally necessary to everyone, and without which no one could stir a step, or act in the simplest matter. Such is knowledge of resistance and of inertia, of the effects of contact and impact, knowledge that things unsupported will fall, that solids will bend or break, and liquids will pour—knowledge of the physical properties of bodies. At the other end of the scale there is knowledge which is useless to everybody in any circumstance. The precise pattern of a patch of foam in mid ocean, the number of loose stones in a crater on the other side of the moon, are matters which it does not concern anyone to know; for the knowledge could not, as far as we can see, influence the conduct of any human being. I must not be understood to assert that all knowledge is useless of which we cannot at the moment discern the bearing upon conduct.

Were all such knowledge discarded, some of the most useful and momentous discoveries would never have been made. It is notoriously difficult to foresee the application that any apparently disconnected, and unutilisable, item of knowledge may have upon conduct; and some of the most far-reaching inventions have been based upon knowledge that appeared trivial to most people. The upward thrust of the lid of a boiling kettle had been passed over, as of no account, by innumerable multitudes of people, before Watt saw in it the potentiality of the steam engine. All I am contending for is the doctrine that some knowledge is more useful, in the sense of having a more definite and immediate bearing upon the conduct of most or all of us, than other knowledge: that there are degrees of usefulness of knowledge. Doubtless, as Spencer says, a knowledge of heraldry may not be wholly without utility; and to some persons, as, for instance, to candidates for a post in the herald's office, it may be of prime importance. But what I want to insist upon is, what will doubtless be accepted as a truism when formally stated, but yet is ignored in the construction of schemes of education, that there are degrees in the value of knowledge in the preparation of boys and girls for the practical purposes of life; that knowledge of one kind is essential for everyone; that knowledge of another kind is useful for many; that knowledge of a third kind is useful but for a few, and for these few on but few occasions; and that there is knowledge which is, as far as we can see, useless to everyone at all times.

In order to formulate a scheme of education, we must first settle what is the aim of education. Then we must discuss the means by which this aim can best be attained. I suppose, if this question were formally put, most people would agree that the aim of education is to prepare and fit the individual for his passage through life. The labours of Darwin have familiarised us with the terms, "struggle for life," "survival of the fit," and it is probable that most people do regard life as a struggle, and fitness as a condition of success in that struggle. But before we can begin to discuss the equipment most suitable to conduce to success, we must come to some understanding as to the end or ends towards which the struggle is to be made; and here, at the very outset, we are met by an immense diversity in the avowed aims of different men: and, further, by a very puzzling discrepancy between the aims that are avowed and the aims that are really followed. There is the man of the type of Napoleon, who sets before him a worldly ambition, who sacrifices time and effort, truth and honour, the lives of men and the honour of women, to achieve power and fame. There is the Buddhist devotee, who, having attained power and fame, high rank, and great wealth, divests himself of all these, and lives in the extremest poverty, and the remotest retirement and humility, to attain for himself the greater welfare in some future life. There is the crapulent citizen who by success in life, means accumulating money, living in luxury, and getting his name into the newspapers; and there is the fakir who lives a life of self-devised torment, who refuses the alms that are in excess of his instant needs, and allows himself no sort of merit. There is the man of foresight, who looks to make provision for his age, to establish his children in the world, to found a family, to entail his estates, and to transmit to a remote prosperity his name and his wealth: and there is the man whose foresight extends no farther than the next meal and the next nightly shelter, who takes no thought for the morrow, and lives hand to mouth from the cradle to the grave. As in material, so in intellectual and moral aims. There is the man who sets before him some great scientific or moral problem, and devotes his life to it with singleness of purpose and sacrifice of every interfering interest, even of health and life, such as Darwin and Howard; and there is the man who is contented if he secures for himself ease and opportunity of selfish enjoyment, and cares nothing for the welfare of his neighbour or the advancement of learning. There is the man who declares that this life is a mere temporary probation, of no importance in comparison with an eternity hereafter for which he must live so as to prepare himself; and yet who strives after the prizes of this world with a keenness and absorption equal to or greater than that of him who regards death as an everlasting annihilation. If we regard the precepts of men, we find them no less diverse than the practice. We find established throughout Europe a religion professedly of love, a religion which teaches that men should do as they would be done by, turn the cheek to the smiter, and to him that has taken the coat yield the cloak also; we find this religion taught incessantly for two thousand years, we find its professors established in every town and village, we find a vast, intricate, enormously wealthy and powerful organisation, permeating the whole of society, and devoting itself to the inculcation of these precepts; and we find the whole of Europe one vast camp of armed men, in which the sums that are spent in inculcating precepts of love and brotherhood, and in erecting magnificent churches and cathedrals, are unparalleled except by the sums spent on guns and battleships and engines of war; and ever foremost and loudest among those who clamour for war and for preparation for war are the very priests of the religion of love and charity. On Sunday a man is taught that he must take no thought for the morrow, and accepts the precept with unquestioning reverence. On Monday he insures his life.

Amid this astonishing diversity of practice; amid this more astonishing diversity of ideals; amid this most astonishing discrepancy, nay, antithesis, between precept and practice; where and how are we to choose the aim towards which the young should be directed and taught to strive, and for the pursuit of which they are to be furnished with methods and aids and appliances? On what principle, by what authority, is a choice to be made? What is indeed, what ought to be, the aim of life? It is clear that no conclusive answer is to be obtained from existing practice, or from recognised authority. We must seek our inspiration at a new point; and it may be that science, which has answered so many questions, and solved so many puzzles, may help us in this difficulty also. At any rate, it is worth while to interrogate her; and, that our interrogatory may be unprejudiced, and our attitude toward the answer free from bias, let us put the question in the widest possible terms, and ask, not merely with regard to this country, to our own race and age; not merely with regard to civilised man the world over; not merely with regard to mankind alone; but with regard to animate life of all kinds, of all grades, from the anthropoid apes to the single-celled organism, the mere speck of jelly, without determinate shape and almost without differentiation of parts. Is there any discernible aim or purpose, known to the actor or unknown, towards which the conduct of animate beings appears to be directed? To this question science at once gives an answer, prompt, clear and decisive. There is such an aim. It is manifest. It is universal. It is paramount. While, on first inspection, it appears that the aims of life are manifold, and differ widely in different orders, species and individuals; while in habit some are aerial, others terrestrial, others subterranean and others aquatic; while some bask in the intolerable heats of equatorial sand, others revel in arctic and antarctic ice; while many have no limbs, many no eyes, many no mouths, many no stomachs; while some range over tens of thousands of square miles, and others are immovably attached to one spot; the conduct of all, the lives of all, are animated by a common purpose and addressed to common end. Every animal, and, for the matter of that, every vegetable also, seeks with persistent purpose the propagation, the continuance, of the race to which it belongs. To each individual, life is not a gift, but a trust, to be handed on to its successors; and to execute this trust is the guiding principle of life. In the scheme of nature, the individual is neglected and disregarded. There is no care, no solicitude, no tenderness shown to the lives of individuals. They are sacrificed in hecatombs, and continually. It has been said that self preservation is the first law of nature. It is not so. Self preservation is a subordinate and subsidiary aim, of no value, and of no efficiency, except as it serves to bring the individual to the stage of reproduction. When this stage is passed, when this function is complete, the further life of the individual is determined by the requirements of its offspring. Do they fend for themselves and have an independent existence? Then the parent perishes, it may be of the act itself of reproduction, it may be as soon as the act is complete. Do they need parental care to bring them to maturity? Then the life of the parent is prolonged until that care is no longer required. In any case, it is the necessities of the offspring that determine the duration of the life of the parent. I do not mean, of course, in individuals of the human race, but in species. How little importance in the scheme of nature is the individual, in comparison with the race, may be gathered from the fact that the herring lays 28,000 eggs; the mackerel, 100,000; the flounder, 1,250,000; the halibut, 3,000,000;

and the cod, 6,250,000. If, as appears to be the case, a single fish spawns several times in the course of its life, the offspring produced by each individual must amount to many millions, yet of all these millions only two individuals will reach maturity. The young are produced in this lavish profusion because the chances of survival are but two in so many millions. If fewer were produced, the stock would be exterminated; if more, it would increase beyond the means of subsistence. All the millions beyond the two individuals are wasted. They are destroyed without ruth or compunction to secure the survival of the two—to secure that the race shall be continued.

In higher animals we see the same indifference to individual life, the same sacrifice of the individual, that obtains in the lower, but we see it evinced in different ways. We see that the act of reproduction is always inimical to, sometimes distructive of, the life of the parent. We see the timidest and most fearful animals attack, with determination and fury, the foe that threatens her offspring, however disproportionate her own strength to that of the assailant. We see the long solicitude of parental, and especially of maternal, care, lavished upon the offspring, always to the detriment, often to the sacrifice, of the life of the parent. Throughout the scale of animal existence, from the monad up to man, the same rule obtains, the same purpose is evinced—to secure the continuation of the race at whatever cost to the individual; and, in order that this end may be attained, we find, paramount over all other desires, the desire of reproduction dominating the lives of all animals.

In order that this ultimate end may be attained, certain subsidiary, proximate, and, as they may be termed, preliminary aims are interposed. It is clear that, if the race is to be kept in being, it is necessary that individuals should survive to the reproductive age. Reproduction once effected, and a new generation brought into being and reared to the reproductive age to perpetuate the race, the life of the parent is no longer of value in the scheme of nature; but it is of vital importance that individuals should survive to the reproductive age, in sufficient numbers to keep the race going. To this end, the young must survive; and this end is secured, either, as in the halibut and the cod, by the production of young in enormous numbers, or, as in higher animals, by the care and solicitude and protection of the parents. Corresponding with this subsidiary aim, a subsidiary instinct has arisen, and every animal seeks to preserve its own life. This instinctive desire is especially strong before the reproductive age is attained, and thereafter weakens, and is to a greater or less degree supplanted by the desire of preserving, not the life of the individual himself, but that of the offspring. It is erroneous, therefore, to say that self-preservation is the first law of nature. It is the second.

For the preservation of its life, every animal must be endowed with two sets of faculties: those by which it is preserved, from moment to moment and from day to day, from living enemies and from physical dangers; and those by which it gains its sustenance. The modes by which these ends are secured are extremely various. One animal looks for its preservation to defensive armour, another to speed, another to strength, another to poisonous sting or fangs, another to the emission of an unbearable stench, another to an inaccessible habitat, another to the power of emitting electric shocks, another to its mimesis of animals that are dangerous in various ways, another to mimesis of inanimate objects, another to concealment, and so forth: but, of all the endowments which tend to preservation, two are found in practice to be pre-eminently valuable and successful. The first of these is intelligence: the second is the gregarious habit.

The importance of intelligence need not be insisted upon. Everyone is willing to allow it its full value. But the importance and the implications of the gregarious habit need consideration at some length.

The habit of living gregariously is found among animals of the most diverse structure, intelligence, and rank of development. It is shared with man by coral polypes and limpets, and by very many forms of intermediate rank. It is especially frequent among insects. We recognise a simple form of it in the swarms of gnats that hold their associated dances over our ponds and rivers: and we see it raised to a very high grade of development in ants, bees, wasps and termites. Among vertebrates, it is extremely frequent in fish, from the shoals of fry that haunt the shallows of our streams, to the moving mountains of cod and herring that maintain our fishing fleets. Among birds it is almost the rule, both among the seafowl that people pelagic islands in such incredible numbers, and in the land birds, especially the migratory kinds, that pass in vast flocks from shore to shore. It is as well characterised among the cattle, deer, and antelopes, as among the wolves and dogs that prey upon them. It is followed by animals as intelligent as the beaver and the elephant, and as unintelligent as the rabbit and the guinea pig. A habit so widespread, among animals of such great diversity, must needs have great potency in securing the preservation of the race of animals which adopt it.

When we examine the conditions under which animals live in these associations, we find them extremely various. Some, such as the herring and the cod, appear to be bound together by no tie but that of a common feeding or spawning ground. They live gregariously, it is true, but the grex is a mere aggregation of like individuals, leading lives precisely similar, and connected together by no tie but that of proximity in space. The same is true of the seafowl, the gnats, and of many other animal aggregates. They do not unite for any common action useful to all. They do not attack in common; they do not unite for defence. They do not even afford each other mechanical support, as do the coral polypes. Their association seems to be a mere mechanical proximity. Nevertheless, it carries with it certain advantages, and, what I now wish to insist upon, it carries with it certain obligations. If a cod were of solitary habit, it would stand very little chance against the pursuit and attack of a shark. The shark is the stronger and swifter, and the ocean provides no burrow, no hiding place, in which the cod could take refuge. Once sighted or scented by his enemy, he would fall an inevitable prey. But a cod which is but one of an innumerable multitude, moving in one vast mass, miles long, miles wide, and many fathoms in depth, is comparatively secure. The shark does not, we may be sure, sniff about and select the fattest and the most toothsome. He dashes in and swallows the first comer. The cod on the outside of the mass will be exposed to terrible risks; but those in the interior will be comparatively secure. Before they are reached, even the shark is satiated. And, in the comparative immunity from risk of the interior members of the crowd, the gregarious habit finds its advantage and its justification. But now it must be noted that this advantage carries with it a corresponding obligation. The individual must conform to the general standard of morrhuine conduct. He must do as the others do. He must move in the same direction, at the same rate, keep his distance from his neighbours, avoid collisions, and restrain his errant propensities. When battleships are moving in a squadron, the speed of all is regulated by that of the slowest. Were it otherwise, the squadron would disperse. And, when fish are moving in a shoal, the movement of each must similarly conform to that of his fellows, or the shoal will be dissipated.

Contrasted with the simple aggregation of the cod and the herring, an aggregation which, simple as it is, brings advantage and compels obligation, are such communities as those of ants and bees, in which the bond that unites the individuals into a community is much closer, more intimate, more complex. Here we witness, not a mere aggregation of individuals, who appear, as far as we can see, almost as well adapted for solitary as for common habit; but a community organised in so complete and elaborate a manner, that it may be regarded as itself an organism. The component individuals depend entirely on the community for the continuance of their lives; and, if the community is dispersed, not only the individual, but the stirp is exterminated. Unless she is fed by the community, the queen bee dies; and with her dies the race, unless and until another queen is raised or found. Unless kept warm by association with the others in a cluster, the individual bee dies of cold in the winter. Unless the grubs are fed and warmed by the community, the rising generation perishes; and so, unless comb is built, food stored, drones reared, the hive kept weather-proof, ventilation maintained in hot weather and warmth in cold, sanitary matters attended to, and so forth—unless all these conditions are fulfilled, the individuals perish, the community perishes, and the stirp perishes. And these conditions cannot be fulfilled by isolated individuals working by and for themselves. They need for accomplishment the combined and co-ordinated exertions of the whole body. One bee working alone

cannot make an hexagonal cell of wax. Many bees must work in concert to make the cells, of wax which is provided by other bees; and these bees could not afford to spend their time and energies in making cells and secreting wax, if yet other bees were not at work to supply them with food. The neuter bee cannot reproduce its kind; and, though the queen bee can reproduce, her offspring must perish unless fed by the workers. So throughout the community there is a co-ordinated interdependence of function. The community ensures to the individuals their normal duration of life, with food and warmth and comfort. The individual, in turn, has obligations towards the community which he must discharge, or the community perishes, and the individuals perish with it. Each individual must perform for the community that task, be it collecting honey, or collecting pollen, or secreting wax, or building cells, or tending the young, or ventilating the hive, or what not, for which she is at the moment best fitted; and each individual must be prepared, if necessary, to sacrifice her life by the use of her sting, if the danger of the community requires it of her. On no other terms can the community survive; and the destruction of the community is the extirpation of the race, as well as the extermination of the individual.

Whatever the nature of the community, however simple or however complicated the bonds of union which keep it in being, these propositions are still true:—The individual, and yet more the stock, gains from the community great advantages in the struggle for life; and the community cannot exist save by the sacrifice made by the individual to this end. The codfish on the outside of the shoal is more exposed to danger, in order that his fellows in the interior may be the safer. The fish in the interior lives in a fœtid liquid atmosphere, contaminated by the breathing and the excrements of his fellows in front of and above him, and submits to a mechanical regularity of movement; and this sacrifice he makes in order that the community may continue, and certain members of it, himself included, have a better chance to survive and leave offspring. The neuter bee sacrifices its reproductive power in order that the queen may reproduce the more, and the community be rapidly replenished. The queen bee sacrifices her function of flight to devote herself to the task of maternity; while the queen termite relinquishes in the same cause all power of locomotion, terrestrial as well as aerial. In short, the one foundation of common life, the bed-rock on which all communities are built, the bond which holds every community together, the cement with which they are united, is the obligation of DUTY.

How far this obligation will be held binding, and conformed with in practice, depends on the degree to which the instinct of gregariousness is become organised, fixed and ingrained in the race; and this again depends on the duration and uniformity of the continuance of the practice. The more uniformly it has been followed over the greater number of generations, the more fixed in habit is it become; the more easily is it followed; the less power is there in the temptation to shirk the duty to the community for the sake of the welfare, the ease, or the enjoyment of the individual.

In the lower animals, we see every grade and degree of social organisation. At the one end of the scale are those which live solitary, the sexes coming together but momentarily, and the parent perishing before the offspring emerge from the eggs, which are deposited one by one in different places. More tending to the social state are those in which the sexes pair for a time, and devote a portion of their lives to incubating, feeding and rearing their offspring; but who separate when the task is completed, and whose offspring scatter, or are perhaps driven away by the parents, at maturity. The first completion of a rudimentary social state is seen in those animals which pair for life, or for long periods, and accumulate round them their successive offspring. This is the patriarchal stage, and this is the elementary stage of human communities. By little and little, the patriarchal community increases, first by the adhesion of successive generations; then, in addition, by the incorporation or adoption of individuals from other such communities. Some of these intruders are refugees from other tribes, who are adopted; some are the unslaughtered remnant of other tribes, who are utilised as slaves; but, in either case, they go to swell the numbers, and increase the organisation, of the tribe in which they are included. From this stage forward, the progress of the organisation of human communities is a matter of history, and it has now reached a stage in Western civilisation which we are apt to look upon as complete. A study of communities of insects shows, however, that there are further stages far beyond that which any human community has attained. If we pursue the process of the organisation of a community, and carry it on to its ultimate conclusion, we shall eventually reach a stage in which the several individuals of which the community consists are modified, not only in instinct and capability, but in structure also, so as to serve to best advantage one special function in the community to which they belong, and, by that very adaptation to a single function, become incapable of other functions. This stage has actually been attained in many insect communities. In a single community of a single species, born of a single parent, we find individuals, and classes of individuals, so different in capabilities and in structure that they might well be regarded as different species, or even genera. One such class is devoted to defence against attack; another class consists of workers who build the nests, gather food, nourish the offspring, and perform other duties. A single individual in each community performs the whole duty of maternity, laying eggs in a stream that is well nigh continuous. A certain small number of males are produced when needed. Each of those classes is structurally modified so as best to perform its own functions, and by this very modification becomes incapable of sharing the duties of the others. The queen has her reproductive apparatus so enormously developed that she becomes incapable of locomotion, and must be fed or starve. The workers cannot fight; the fighters cannot work; the males are useless save for their special function. The human race is far short of this extreme of social organisation, but it shows by distinct rudiments that it has entered on a path which, if pursued to the end, will lead to the same destination. Already we have a large number of females who are practically neuter; who renounce and ignore the reproductive function. Already we see the beginnings of the transfer of the rearing of the young from the individual parent to the community at large. Already we see the separation of a caste of fighters who are losing their capacity of being useful for anything else. Already we see a class of drones, who subserve few purposes but that of reproduction.

How far human communities are likely to progress along the path of specialisation and fixed organisation, and whether progress in this direction should be encouraged or thwarted, are questions that it would be foreign to the present subject to pursue. What concerns us is that we are arrived at an intermediate stage, at which organisation has pushed on ahead of instinct, and this discrepancy gives rise to conflict.

The votaries of evolution, no less than their predecessors the natural historians, are fond of dwelling upon the exquisite nicety with which the structure, habits and instincts of animals are adapted and adjusted to the circumstances of their lives; and the theme is productive of unending wonder and justifiable admiration. This nicety of adjustment on the part of the lower animals is often contrasted with the strange imperfection which is apparent in human affairs. Man's initial helplessness against the forces of nature was a favourite theme with the elder moralists. He comes into the world naked and feeble. It is many long years before he attains his full strength and stature. Save such as he makes for himself by artificial means, he is destitute of protection against cold and wet; of weapons of offence or defence; and yet, in spite of these initial defects, he holds his own and prevails against all other animate beings by virtue of his intelligence alone. That is all true. But his drawbacks and limitations are not confined to his naked and defenceless condition. The possession of intelligence has done him other disservice. All other animals live in just those circumstances to which their structure, their capabilities, their instincts, have become adapted through a long series of slowly changing generations. As the circumstances changed, so did the animal nature change in adaptation with them. There never was a time when the two were out of harmony with one another. The animal's instinct prompted him to do, and his capacities enabled him to do, just that thing which was at the time the best thing for his race that he should do. As the circumstances slowly changed, so the instincts and capacities changed with them. As the instincts and capacities changed, so the animal pushed himself, or fell, into new circumstances to which these changed faculties were adapted; or he failed to do so, and his race became extinct. So that, in all the

lower animals, there is complete, or practically complete, adaptation of instincts to circumstances, and the individual never is troubled with desires to do acts that are detrimental to the stock. Consequently, the higher animal rarely desires to do acts detrimental to himself. With man it is otherwise. Not content to wait the slow adaptation of instinct to circumstances, he has, by virtue of his intellect, been able to look around and ahead, to recognise the existence and the desirability of circumstances ever new, ever more complex and more elaborate; and into these he has pushed and obtruded himself without waiting for the slow change in his own organisation to render him fit for them. He has pushed into the Arctic without waiting for a protective covering of fur to grow. He has become carnivorous without waiting to be provided with raptorial teeth and claws. Without waiting for fins and tail, he uses rivers and oceans to transport him from place to place. Without waiting for wings he transports himself through the air; and, among other instances of this assumption, by means of his intellect, of circumstances to which his general capacities are not fully, not completely adapted, is that of the social state. In the lower social animals, the instincts and capabilities are so completely and nicely adjusted to the social state, that internal conflicts between instincts do not occur. The animal desires and rejoices to do that which is best for the community to which he belongs, ignorant though he may be of the effect of his act. But the human animal has not assumed the social state long enough to enable his internal instincts and faculties thus to become equilibrated to the circumstances of social life. He still retains many features of the patriarchal period; many of the time when he lived solitary, or limited his social environment to his mate and a child or two. Hence, in consequence of the haste with which the social state has been assumed by man, we witness frequent conflicts between the social instincts on the one hand, and the self-regarding and reproductive instincts on the other; so that, instead of postponing their individual welfare to that of the community, men frequently seek their own welfare, not merely regardless of that of the society to which they belong, but actually at the expense of the community. By far the most prevalent and the strongest of the social instincts still is the crudest and most elementary of all, viz., that which exhibits itself in antagonism to other communities. The highest and most advanced form of the social instinct, that, namely, which prompts the sacrifice of self for the good of the community, is little seen, except, again, in its most rudimentary form, of military courage; and here it is so mingled with the effects of sexual antagonism* of discipline, of emulation, vanity and fear of disgrace, that it is not easy to say how much remains to be credited to social self-sacrifice itself.

Whatever view we may take of the desirability or otherwise of proceeding further along that path of social organisation, which leads at last to the complete specialisation of different races within the community, and the complete subordination of the welfare of the individual to that of the community which we see in bees and ants—whether we desire to stop short at this stage at which we are, or to proceed further towards the hymenopterous ideal—most people would agree that, in our present state, the social instincts are not advanced to the same stage as the social organisation; and that it is desirable that the two should be harmonised as far as possible. Few are the people who are so constituted that their natural desire is to pay their taxes in full; to take no advantage that the law may give if justice appears to discountenance; to offer redress which cannot be demanded; to aid in the punishment of aggressors on their neighbours; to regard the enhanced welfare of the community as a sufficient reward for labour.

It is not necessary to any scheme of education that we should take account of ideals, or direct a training to fit children for a state of things different from that which actually obtains. We may, perhaps, be able to guess in what direction the changes in society are tending; but these are matters to be guided, if they can be guided, by adults, not by children; and all that we need take account of, in our endeavour to fit children for their career in life, is life as it is; we need not consider life as it may be. But we are bound to consider life as, on the lines on which society is now constituted, it ought to be, and to train our children so that they are fitted to live to the best advantage in the world which is, and for the world which is.

So far, we find that children are to be prepared by education for four sets of duties. They are to be taught to be parents; to preserve their health; to earn their livelihood and administer their means; and to do their duties to their fellows and to the commonwealth. These are things they must be taught to do. Whatever of knowing is necessary to the proper doing of these things, the children must be taught; but they must be taught to know, not as if knowing were an end, and on the acquisition of knowledge they could rest and be thankful, but whatever they are taught to know must be taught as a means only; avowedly and purposely as an aid to doing. These four regions of conduct, and the knowledge necessary to enable them to be done, the children must be taught, and if so taught they will have a good education; but their education will not be complete. There are other regions of activity in which guidance, preparation, training are needed. In childhood, before the duties of parenthood can be assumed; before winning the livelihood is practicable; before there are means to administer; before the duties of citizenhood can be understood; before elaborate action of any kind is practicable; there are superabundant energies that must find outlet in one way or another. The child, the healthy child, bubbles over with activity; and in order that its muscles, bones, and bodily organs may grow; in order that its brain and mind may develop; this activity must be encouraged, but above all directed. Little encouragement, little direction is needed, the buoyancy of the childs' nature will take care of that: but abundant opportunity should be given for play. Play is as natural to the child, aye and to the man and woman also, as work; and to the former more beneficial. I think there is no fact in all the pathology of the human race so pathetic, so pitiful as this, that in the slums of great cities there are children who do not know how to play! How is it possible that such children should grow up other than feeble-minded? Think of what play means to a child. Not only does it give the exercise necessary for the normal development of muscle, bone, hand, eye, ear, brain, but it is in play that the child gains the best part of its knowledge of the properties of things. Does the pedagogue suppose that the child learns the properties of a liquid by being told it is a substance of which the molecules move freely among each other, and which therefore has no definite form? No, the child learns what a liquid is by dabbling in water, splashing it over his companions, swimming his boats in it, paddling in it, scooping it in his hands, and watching it run through his fingers. Why does a child pull its toys to pieces? From a natural cussedness and love of mischief? No, to find out how they are made and what they are made of. For the same reason that the astronomer turns his telescope on the stars, and the pathologist puts his mite of tissue under the microscope,—to find out, to discover, to learn by the natural method of learning—the method of personal investigation. He must have a very unusual schoolmaster, as schools go, if he does not learn in his play twenty times as much as he learns in school. It is in play that he learns that water wets, that blows hurt: that sticks break, that hoops run, that rags tear, knives cut, paper burns, wood floats, and ten thousand other items of information that will be of use to him throughout his life, even if he never knows how to spell cat or dog. Moreover, in his play he is not solitary or solitarily occupied, as he is in much of his time at school. His companions are around him, shouting, jumping, running with him, and here he learns the rudiments of associated action,—forbearance, the consequences of aggression. He gains his first practice in making that insight into character, on which so much of his future success is to depend. He finds that all children are not alike. He comes into competition, and finds he is stronger than some, less clever than others, quicker than this one, clumsier than that. He tends to find his level. Let the child play then; he is learning, learning all the time. But to play he needs certain conditions, He must have time, space, appliances. I do not mean that he must have an expensively equipped gymnasium. Such an affair is, to many children, a horrid mockery of play. Under pretence of play, work. No, but he must have something to play with. How few, how simple the

*The "fighting instinct" probably arose out of combats of males for the favour of females, and the conquest of him in whom this instinct was strongest.

appliances needed, everyone knows who remembers his own childhood. A bit of chalk and a potsherd suffice for hop-scotch. A line drawn with the toe of the boot on the ground suffices for prisoner's base. No elaborate, no expensive appliances are needed, but facilities they must have. It seems the very mockery of contrariety that nearly every playground attached to a school is covered with unyielding, refractory, unimpressible asphalte. Why? Wears better, I suppose, and is drier. Wears out the boots more rapidly certainly, but is it drier than the street? I think not. Being impermeable, every hollow is a puddle, and so lasts till the sun dries it. Clean too? Will the boots be any cleaner when they reach home? The streets have to be traversed anyhow, in any case. The children may enter school rather cleaner, but the cleanliness is dear bought at the cost of mud pies: and if hands are dirty, the soap and the washouse afford good practice. The children must have time to play, space to play, and appliances to play with. I am sure that if part of the money spent in books were spent in simple toys, the education of the children would be not worse, but better. There are thousands of children who have never seen a toy.

What the reason may be, of the blind idolatry and infatuation with which the two games of football and cricket are regarded by the majority of the male inhabitants of these islands, I do not clearly know; but I cannot help thinking that one cause of the deplorable and disproportional enthusiasm that is lavished upon these displays must be, apart from general emptiness of head and lack of intelligence, the absence of any knowledge of other means of recreation. It is difficult to believe that tens of thousands of men in the prime of life would stand about during the whole of an afternoon, and that afternoon the only solid block of spare weekday time they have at their disposal, unless, during their school days, they had failed to acquire a knowledge of any other mode of recreation.

Yet one more subject of education there is, and with this I hesitate to deal. I have dealt with all the realms of activity in which man seeks to achieve the great objects which lie before all animate beings at the opening of their lives. There is yet another region into which he alone of animate beings penetrates, and into which he does not penetrate far. In all that has been said, the lives of men have been dealt with, their conduct has been considered, as it deals with the facts and circumstances that lie or have lain close round about us; things visible, tangible, measurable, or at least estimable. But beyond all this there lies another region—to some a region of outer darkness and nothingness, to others a region of hope or despair, to all a region of mystery and dread. Our conduct in life, as it is adapted to the ordinary aims of life, deals with what we consider actualities, existing in time and space. But most of us have a dim, vague, vast consciousness of a region in which there is neither time nor space—where Eternity and Infinity contain or co-exist with an Almighty Cause. In as far as we are conscious of it and are able to think about it, in so far we have relations with this region of existence; and some part of our conduct is engaged in expressing the recognition, wonder, awe and other emotions with which the thought of it inspires us. The lower the intelligence of the individual, the more definite and anthropomorphic the concepts are; the more elevated the intelligence, the more vague and undefined these concepts; but no person, who can think upon the ultimates of the universe, can help being moved to profound emotion; and emotion has to get itself expressed somehow in conduct. The normal expression of the religious emotion is by worship, and, to all that has been enumerated hitherto, some instruction in worship is to be added.

These, then, are the departments of conduct which the child is to be taught how to pursue. He is in the world, a purposive being, charged with the function of continuing his race—of passing on the gift of life to future generations. That he may do this successfully, that he may transmit life, not in a feeble and attenuated flame, but in full bright blaze, it is necessary that he should pursue with prudence and success various subsidiary ends, and that he should be taught the modes by which these ends are most surely to be gained. He is to be taught to act, and whatever knowledge is necessary to enable him to act successfully; but he need be taught no knowledge beyond this. It is not even necessary, it is not even desirable, that he should know to what ultimate end his efforts are to be directed. There is no need, in teaching him how to play catch-ball, to inform him that the object of so teaching him is that he may attain quickness of eye and hand, precision of muscular cordination, estimation of effort, of distance and direction; that these attainments go to increase the efficiency of his labour, and render him better able to fight the battles of life, to secure to himself more reward for his exertions, to elevate the grade of his organisation, and thus to ensure that he shall not only be better able to provide for his children food and other necessaries, but that they shall inherit a more efficient organisation. There is no need to explain all this. The knowledge is superfluous. The whole of the instruction, that he need receive on such an occasion, can be conveyed in the single word "Catch!"

We need not explain to him—it is better not to explain to him—why we teach him to do this and that; all we need teach him is how to do them. The next question is, How is he to be taught? From what has been said it will be at once apparent how he is not to be taught. He is not to be taught by written instructions. He is not to be taught, as far as it can be avoided, by oral instructions. He is to be taught to do things by seeing them done, and by being put in the way to do them himself.

The lever with which we are provided, wherewith to move our little world, is the faculty of imitation, with which all children so abundantly possess. What is the first intellectual acquirement to which children attain? Surely, the ability to speak. To this they have to be educated. It has to be acquired slowly, by practice, by trial and error, by a system of instruction; and on what is this system based? On the faculty of imitation. On the inborn, ingrained tendency of the child to imitate the doings of those around him. And how well this acquirement is attained! Given a child of ordinary, average organisation, with normal hearing and normal organs of articulation, how soon, how quickly, how perfectly he learns his vocabulary and the use of it, how easily he expresses his wants, makes his thoughts known and conducts his inquiries! Yet the acquirement is by no means an easy one, as those who seek in adult life to learn a new language are apt to find. The example is encouraging. It shows that even a difficult accomplishment is easily and rapidly attained if it is taught in the right way. Few there are who understand the construction of a watch, or even of the most ordinary piece of furniture—a chair or a table—who are not amazed at the exquisite skill with which it is made and put together. Let it become deranged or broken, and what professional man, what lawyer or doctor or parson feels himself competent to readjust or repair it? He will not venture to meddle. He hands it over to an expert, whom he probably regards as, in comparison with himself, an ignorant, uneducated man. But this ignorant, uneducated man has a skill in manipulation which puts the professor to blush. How did he attain this skill? By imitation; by practice; by trial and error. He saw how others did these things, and he imitated their methods. He failed at first, and spoilt much good material by his early efforts, but he succeeded at last by repeated trials. Could he have attained this manipulative skill by reading or by oral instructions? The suggestion is absurd. Here, then, we have our lever. The way to teach children how to do things is to show them how the things are done, and let them try themselves. But, it will be said, there are things that cannot be shown. How are you to teach the wise administration of means to children who have no means? Patience, we will see presently; meantime we must notice that, however efficient a lever, it is of no service unless there is a power to apply to it. All children have a natural faculty of imitation; even idiots can imitate, with singular faithfulness, the doings of those around them; but how are we to bring this faculty into play? How are we to induce the children to take interest in what we show them, and to take pains to imitate our acts? Little effort is needed. The child not only has the ability to imitate, but he has also a natural desire to imitate the acts of adults. Watch the play of children who have means and opportunity of normal play, and see in what it consists. It consists largely in imitating the acts of their parents and the adults whom they have had an opportunity of watching. In their passion for imitation they will even imitate animals. The girl dresses and undresses the doll, as she has seen her mother dress and undress her little sister. One child keeps a shop, and the others come and buy. One gives a party

and the others come as guests, and mimic the behaviour of their mother's friends. They have a washing day, and wash the doll's clothes and hang them on a string. They have a cooking day, and make grimy pastry, which they afterwards consume with much satisfaction. They play horses, and stamp, and snort, and toss their heads, as they have seen horses do. Half their games are founded on direct mimicry. It is not difficult to induce a child to exercise its faculty of imitation. But if it seem difficult, we have a resource at our command. The actuating power that makes education possible,the originating force, without which the best efforts of the best instructors would be futile, is the keenness of interest that the child takes in this strange, unknown world in which it finds itself. Turn a child loose in a room, at once it begins to "meddle." That is to say, it begins to investigate—it opens the books, it pulls down the ornaments, it moves the chairs and climbs on the tables; whatever is new, whatever is strange, it must touch, handle, investigate. It brings to its mother first this and then that, to know what it is and what it is for. It is full of interest, full of curiosity. It wants to find out. It desires to know. It wishes to put everything it sees there and then to the use for which that thing is intended. Is it a piano? It must strike the notes. Is it a watch? It must see the works. Is it a box? It must open the lid, pull out the contents, and put them back, if its interest lasts so long. It is scarcely too much to say that the main, the central, problem of education is to direct this interest on to the right subjects, and to maintain it there in steady operation. To check its wanderings, to limit its inquiries, to focus it on the right object, and to keep it there long enough to be useful and profitable.

Now to apply these principles in the several departments of conduct that have been outlined. And first with respect to those reproductive activities which are the foundation, as they are the aim and termination of all the others. These, since they are last to be assumed, though earliest in their origin, we may leave till the last.

With respect to the vital activities, those by which common physical dangers are avoided, those whose absence renders it impossible to leave young children alone for fear of disaster, there is little to be said, little that is special to be done. The ability of the child to take care of itself in the house and the street and the country, to avoid getting run over, falling into ponds, tumbling downstairs, cutting, burning, scalding, and otherwise injuring itself, depends upon faculties of observation and locomotion, which grow with its growth, which are naturally acquired by experience of the world outside it, whose acquisition is stimulated as much by playing games as by any other means. In this connection, however, instruction may and should be given in the rudiments of the art of preserving health. The child should be taught and encouraged to wash, to clean its teeth and nails, to wash its hands before meals, to solicit an evacuation of the bowels regularly once a day. One main reason of the constipation, which makes the lives of so many women a misery, is the insufficient supply of water closet accommodation in girls' schools. It happens on most mornings, to most girls. that when they desire to go to the closet they find it engaged, and there grows up a habit of postponement, which leads at length to that habitual constipation from which women suffer in so much greater a proportion than men. They should be taught to keep clean scratches and cuts, and signs of vermin should be stigmatised as disgraceful. The advantages of fresh air and sunlight should be demonstrated, the importance of airing bedrooms and bedding, and the ways of cleaning a house and its appurtenances.

With respect to food, I think that all boys and girls, but especially girls, should be instructed in the rudiments of cooking, and the preparation of simple dishes. The difficulties, are, I know, considerable, but what do we exist for but to make difficult things easy, and impossible things possible? There is little doubt that food thus prepared in schools of the poor, on proper principles and of proper materials, would be cheaper and better than that which the parents could themselves prepare; and it might be sold at a price to pay expenses. It might even be sold to the parents and supplied to the children who had prepared it. In this way the methods of good, cheap, economical cooking might be introduced into the homes of the poor.

Direct instruction in the mode of earning the livelihood does not come within the scope of this paper. All that is here necessary is to show how the ground should be prepared, how the general capabilities should be trained and developed so that their direction into special channels should be easy when the time comes for learning a trade or profession. Up to a certain stage, the training of all children may be the same. But there are certain auxiliary accomplishments which are of use and value in all occupations, and these should be taught to all children before they begin to learn their profession or trade. Such are the accomplishments of reading and writing; and such is a knowledge of arithmetic. Whatever the child's avocation may be in after life, it cannot but be facilitated by these acquistions; and these are the only acquisitions whose utility is universal. There are others, however, so generally useful, either in themselves, or in the training and general capability they impart, that they should be very widely taught. In a very wide field of commercial life, which is the life to which so many of the citizens of this country are devoted, it is a very great advantage to be bilingual. Hence, in schools in which children who will hereafter enter a commercial life, one or more foreign languages should be taught; but they should be taught, not by book, by grammar and parsing and translation, but precisely in the same way as the mother tongue is taught—by intercourse with those who speak them. To this end, an interchange of scholars between country and country is very desirable. By this means a second language can be acquired, certainly, efficiently, and almost without effort. Again, there is a very large number of avocations in which an ability to draw is a great advantage to those who follow them, and this also should be very widely taught. Already, it will be observed, we are beginning to specialise, and it is not possible to consider the advisability of teaching other subjects under this head, without taking into account the kind of occupation that the individual is to follow in after life. To the prospective lawyer, a knowledge of words is essential; to the worker in metals, a knowledge of their properties; but it is manifest that such specialisation is out of place in a general sketch like this, and it is to be remarked that, as we specialise, we tend more and more to sever knowledge from action, and teach the former by itself.

The second division of this class of activities consists of those by which the means are administered. It may seem absurd to speak of teaching the children of the poor to administer means which the children do not possess, and which even their parents possess in but meagre quantity; but really there are few subjects more important; and the more exiguous the means of a person, the more important is it that those means should be administered with prudence and judgment. The indiscretion and waste of the working classes in this country in the preparation of food is notorious, and something can surely be done to remedy these faults by the classes in cooking already advocated. The children can be familiarised with the use of cheap foods now comparatively neglected—with rice, lentils, oatmeal, etc.—and shown how to prepare them in tasty and appetising form. They can be taught the value of bones, now mostly wasted. In country districts, the utilisation of common vegetables, such as nettles, could be inculcated. With respect to the wearing qualities of clothing, I expect the poor have not much to learn, and the rich need no instruction; but I see nothing but benefit likely to arise from showing the children of the middle classes how to distinguish good leather from bad, the difference in appearance and properties between cotton, linen and wool, and the like. Both sexes, but girls of course, especially, should be taught the art of mending, and familiarised with the use of needle and cotton. I wonder how many schoolmasters and schoolmistresses there are who could instruct their pupils in the most economical mode of making up a coal fire! Country children, at least, could learn how easy is the preparation of soap from dirty and waste fat; how carpets can be made from worn out clothing torn into shreds, and a score of other dodges for administering the means so as to save things now wasted. If some means could be devised by which the virtue of cash rather than credit payments could be instilled into the children of all classes, so as to determine their conduct in adult life, I know of no result of education likely to exercise such a beneficial effect upon their lives; but I admit that it is difficult to devise

the means. Mere inculcation by precept is very inefficacious. The display of actual quantities contrasted—of the big loaf of cash and the little loaf of credit—might be of some service; and it seems not altogether impracticable that the lesson might be driven home by means of the game of "keeping shop" which is always so attractive to children.

Some formal teaching of the duties that the individual owes to his fellows, and to the community of which he is a unit, I think there should be. It is true that this knowledge is imbibed continuously and insensibly, by everyone throughout life, by the mere association with his fellows, and the impress made upon him by the continuous battery of events. But this is not enough. The child must be taught honesty, truthfulness, courtesy, forbearance, kindness. Its innate bent towards cruelty and lying must be combatted. But in this, as in other branches of education, precept is of very little service. These things are not to be taught by telling children the things are right and ought to be done. The only way to inculcate them is to envelop the child in such a moral atmosphere, that his mind is continuously soaked in the consciousness that vice is abhorrent, and goodness praiseworthy and right. To this end the formal teaching of moral precepts is vain. How, then, is morality to be taught? Why, manifestly as other things are taught—by imitation. Nothing is more certain than that the moral conduct of a community is regulated, in the last resort, by the general consensus of feeling in the community as to what is to be approved and what is to be reprobated. And this power is strongest over immature and undeveloped minds. In every school, in every university, in every profession, in every factory, on board every ship, in every community, temporary and permanent, of men, there is a standard of "good form," and to this standard the conduct of each individual must conform, at peril of ostracism, or at least of universal reprobation; a consequence which very few have the hardihood to face. Nothing is so essential, to the comfort and peace of each individual, as the good opinion of his fellows; no surer way of obtaining their good opinion than by exhibiting "good form," no surer way of forfeiting it than by an exhibition of "bad form." Good form is conduct of which the community approves. Bad form is conduct which the community reprobates. What is the meaning of the common saying that there is "Honour among thieves?" It means that he who enters the furtive community must yield obedience to the canons of good form that are prevalent therein. No power on earth is so strong, in moulding the opinions and guiding the conduct of men, as the estimate that they form of "what will be thought" of them. Hence, the first essential in making a code of morality prevail, is to make it prevail. It must be made the fashion. Children who enter the school, and find it prevailing, will then adopt it as a matter of course. But how is this to be done? How are opinions made to prevail in societies? In this way.

In the first place, the opinion must be suited to the nature of the people. There must be in them a natural bent towards its acceptance. They must be ready with a waiting assent, though they themselves may not be conscious of it until it is called for. This is the secret of the success of every successful leader of opinion. He leads people, indeed, but he leads them in the direction in which they are already predisposed to go. And this indicates the second element in the formation of opinion. There must be someone to formulate and express the opinion for which the ground is prepared. Opinion is like a plant. It grows not except from seed—the seed of forcible expression—but the seed needs a prepared and fertile soil for its germination. Without seed and soil there will be no plant. Now, with respect to the approbation of moral conduct and reprobation of immoral conduct, the ground is already prepared in the hearts of the children. It is true that children, representing as they do an early stage in the history of the race, are noticeably much less moral than adults. Just as in their climbing propensities they show they are living through a stage corresponding to the time when their ancestors were arboreal, so in their cruelty and untruthfulness, their taste for bullying and persecution, they reproduce the stage of development of barbarism and savagery. But even in the most unmoral child there are rudiments of better things. The child has to grow up into the adult, and to grow old; and, as the years pass over his head, he will become invested with the qualities proper to civilised humanity. He will take on the characters of later and later ancestry with the progress of years, until he is not only human through and through, but ensamples the latest phase of humanity. So that we see the cruel, untruthful bully of a child grow up into the upright tender-hearted man, who champions the cause of the weak, and protects the poor. Even in the child, therefore, the rudiments of morality exist: while his misguided impulse is to do wrong, there is in him the rudiment of a moral sense, which can be fostered or blighted by the treatment it meets with, but which is there. The soil is there, the seed is wanting. This seed it is the teacher's office to supply. He is the natural leader of opinion in the little world of the school. He speaks with unequalled authority. It is true that he is rarely admitted by the scholars into the community which they constitute. He is an outsider. He is in some respects an enemy. Between one of themselves and the teacher, the children are bound to cling to each other and support each other against the teacher. That is the point of schoolboy honour; that is the "good form" of every school. A boy, who sides with the master against another boy, is a sneak and an outcast. It were better for him if a millstone were hanged about his neck and he were cast into the uttermost part of the sea. All that is very true, but still the master, if he is what he ought to be, really sets the tone of the school. If he issues formal commands that they are to do this and that, the boys will probably make it a point of honour to do the contrary; and it is quite conceivable that an injudicious and unpopular master might demoralise a school by merely preaching morality. This is not the way. It is by casual expressions; by letting the boys see that he looks upon vice as disgusting and revolting and abominable; by never passing over any lapse without showing how the offender sinks in his estimation; by steady adhesion to this principle; by enforcing it with the inexorableness of a law of nature; by showing that a lie, or a meanness, or a vicious act produces a reaction of disgust and abhorrence as inevitably as a rap on the knuckles produces a reaction of pain. Those who are for any length of time witnesses of conduct like this, become infected with it; they fall into it and adopt it. No one can bear to be an object of disgust and reprobation. One of the strongest of instincts, one that overcomes the fear of death, and even the love of offspring, is the desire to stand well with our fellows, to be respected and loved. The elder scholars, then, imbibe this atmosphere; the faculty of imitation comes into play; they insensibly copy the attitude of their teachers; and ere long it becomes "good form" to be upright, truthful, honest and kind, "bad form" to tell lies and bully, to cheat and deceive. In this process we see again the uselessness of verbal precept, the efficiency of conduct. Children are not made good by *saying* to them that goodness is desirable. They are made good by *showing* them that badness brings them into contempt and disgust, goodness secures approval and esteem.

We now come to the duties of parenthood. Nature may be trusted to indoctrinate each individual, when the time arrives, into the methods of courtship; and I do not think the management of the pregnant state a very appropriate subject of instruction for children. But nothing but good can come of a thorough course of instruction of all girls in the duties of motherhood; nothing could be easier or more interesting to them, and daily observation shows how valuable such teaching would be to the multitudes of children who, before they are in their teens, have to mother their infant brothers and sisters. For this purpose a supply of dolls is necessary. The little mothers should be taught how to wash and dress their tiny charges. They should make the clothes, prepare the food (which, like the priests of Bel, they can themselves consume), and be encouraged to criticise each other's proceedings. I can imagine some such conversation as this going on in the class. "Well, Mrs. Brown, and how is your dear little baby?" "Oh, my baby has a cold; when I was out shopping yesterday Mary Ann dressed her, and she actually put her cotton shift next her skin. Did you ever hear of such a thing? And so baby caught cold." "How stupid; I thought every one knew that babies should have flannel next their skin. How nice and clean your baby looks." "Yes, she had a bath yesterday." "Yesterday! Why my baby has a bath every day. Every baby ought to have a bath at least once a day." "Can you lend me a safety pin?" "No, but here is a common pin." "Oh no, thank you, I never use common pins to pin my baby's

clothes, they are sure to scratch him or run into him; nothing but safety pins for me, thank you. If I can't have a safety pin I will tack it with needle and thread." "What makes your baby cry so." "Why, Maria gave him a bit of meat, just fancy! and he only three months old! and of course it has upset his little stomach." And so forth and so on. In this way children could be taught the duties of motherhood, and gain, pleasantly, and in a way that will never be forgotten, knowledge that will save many a life, and allow many a child to grow up strong and healthy that otherwise would be stunted in body and mind. At what age to expect the first tooth, how old a child should be when it begins to walk and to talk, how to judge whether it is backward for its age, what emergencies can be dealt with by domestic remedies and what need the advice of a doctor, all these things the child would not only get to know, but incorporate as part of its nature, so that, when emergencies arose in after life, they would be ready equipped to cope with them.

Mention has already been made of the necessity of teaching children how to play; but play forms only a part of recreation. The younger the child, the more of its time must be thus occupied, and the less devoted to distasteful occupation. As children grow older, work must take a more preponderating part in education, but at no time in life is recreation to be altogether excluded. It is true that, when the children grow up, and leave parental and pedagogic control behind them, they will seek such recreation as is congenial; and it is no use dictating to them then what recreations they ought to follow; but much may be done in early life to cultivate tastes for rational recreation, and diminish the proportion of the population that finds its only relaxation in watching and reading accounts of football and cricket matches, and in betting on horse-races. Every human being, as soon as faculties attain a certain degree of development, has a natural curiosity to know what position it occupies in the Universe—how things came to be as they are, and whether the conditions of life of other people are the same or different. These two phases of the instinct of curiosity are the foundations of history and geography respectively, using these words in a sense wider than that in which they are commonly employed. It is waste of time to try to impart a knowedge of these things before the curiosity about them has come into existence; but the dawn of this curiosity may be hastened by judicious stimulation; and when once it appears, it is easily fostered and increased. Every indication of it should be watched for, and responded to; and knowledge gained by eager questions is realised and remembered, when that which is poured into unreceptive and unresponsive ears is forgotten as soon as heard. My own opinion is that history is best taught backwards; beginning with things as they are, and tracing them back to their origins; but it is unlikely that a view so unconventional will now or soon command assent. As far as possible, the order of teaching should be the order of discovery. As it is, things are discovered by one process and taught by another, and we see the result in perfection in the teaching of the dead languages, by a process so laborious that it disgusts the vast majority of learners, and so inefficacious that, in the whole University of Oxford, there are not half a dozen men who can converse in the language, to the learning and teaching of which their lives have been devoted. Recognising that history—and by history I mean not the records of slaughter merely, nor the succession of kings and prominent men; not the movements of peoples only, nor the origin and progress of institutions; but the whole record of the past and of how things came to be as they are. The record of geology is the foundation of history, and in the teaching of history, as of other things, the beginning must be general in the widest sense, and the later stages adapted to the special environment of the individual. Thus, it is little use teaching the town child the evolution of vegetable forms, fascinating as this study may be made to the denizen of the country. Nor can the country child be expected to interest himself in the growth of institutions of which he has no experience. But the one can comprehend without difficulty, by the object lessons with which his daily life is familiar, how the general features of the land came to be what they are; and the other, within sight of his town hall, will have no lack of interest in the history of guilds and trade societies, leading up to the general political history of his country.

In any case, mere verbal teaching is to be eschewed. There is scarcely a village, there is, I think, certainly not a town, in this country, in which there is not a deserted museum, whose contents serve merely to arouse a stupid wonder in the minds of the rare chance visitors that awaken the astonishment of the custodian by disturbing his solitude. These might be utilised to aid and illustrate, not occasional formal lectures, but the familiar daily discourse of an intelligent teacher. How startlingly educative such a museum can be made by mere arrangement, and with no verbal explanation beyond that affixed in labels to the walls and specimens, can be realised by those who have visited the village museum of Mr. Jonathan Hutchinson, F.R.S., at Haslemere.

The dull, dreary and execrable method of teaching "geography," so called, by setting the pupil to learn by heart lists of names of places, is, I hope, abandoned. In this department also, the start should be made from the individual and his local surroundings. A plan of the schoolroom would lead to one of the adjacent streets: then to a map of the town. Then the relations of the town to its neighbours would follow. The physical features of the landscape should be utilised from actual inspection. The channels cut by a rainstorm through the mud of the garden or the street are perfect models in miniature of the action of mighty rivers. The gravel from the garden path, the sand that binds it together, the mud from the gutter, show the effects of attrition by water. The variation of the seasons may be called in to enforce the differences of arctic and torrid climates. If it be desirable, as I think it is, to teach the child the arrangement of the counties of its own country, instead of being furnished with lists of names to be got by rote, it should have a puzzle map—a map pasted on thin wood and cut out with a fret saw—and be set to pick out the counties and fit them together in their proper places. Lessons learnt thus—by *doing*—are understood, and are never forgotten.

Nothing has been said hitherto of the cultivation of the taste for literature, usually, and I do not say wrongly, considered a part of a liberal education. It is odd, or it would be odd, if we did not know how logolatry has dominated education in the past, that of all the fine arts, but one, and that the one of which words are the raw material, has ever been taught in schools. And that has been taught out of its turn, and to minds too immature to understand it. But then it dealt with words, and therefore must be of prime importance! I do not say it is wrong to encourage the young to commit beautiful passages to memory, or to familiarise them with great thoughts embodied in splendid language; but I do say that it is preposterous to insist on the learning by rote of such passages by children too young to entertain the thought, and to whom the process is but a repellent ordeal, whose effect is merely to disgust them with the sight of poetry for many years thereafter. A time comes in the life of all, when emotions arise whose natural expression is in verse—emotions so vast, so vague, so apart from prosaic everyday life, that prose is for them but inadequate expression. Now is the time, now when the capacities are expanding, now when the need of expression has outrun the power of expression, now is the time to show the adolescent that others have felt as he feels, and have been able to put into words those feelings which leave him inarticulate. And there are emotions for which no words are adequate expression, feelings which not even Shakespeare or the author of Job had power to express. These are the theme and this the region appropriate to music. And it is at this age that the capacity to appreciate music is first apparent. I do not say that children of tender age cannot be taught to perform musical tasks. What I say is that, before adolescence, there is no true appreciation of music in any higher form than that of a ballad.

By all means let the young be helped to appreciate the productions of fine art. But I see no reason why this assistance should be limited to the one art of verbal expression. Even in this art, I do not know that the mere setting of so many verses to learn by rote is very much aid towards appreciation. A knowledge of the literary masterpieces of past ages is considered, and rightly considered, an essential of a liberal education. Let it not be forgotten, first, that the literary art is not the only fine art, I see no reason why it should not be as important to educate a child up to an artistic level, which would refuse to decorate the walls with cheap German lithographs, as up to one which should refuse to look for literary diversion

to the Police News or the penny dreadful. And if in one art, why not in all ? But, in the second place, it is to be remembered that we are now dealing with the recreative activities. Education in literary culture has a certain importance, it is true ; but, after all, it is education in a game of play. It is not to be compared in importance with the other branches of education previously dealt with. It can be omitted altogether from the scheme without serious detriment. To erect it into the highest and most important place in a scheme of education is preposterous in the extreme. Thirdly, it is not everyone who has the capacity to appreciate fine literature. As one has no ear for music; another is colour blind, or has no feeling for colour ; a third is left unmoved by the most stupendous natural scenery; so there are others in whom the sonorous majesty of the Prayers of the English Church arouse no answering emotion. It is as foolish to try to teach every child to appreciate good literature, as to teach every child to play the piano.

Lastly, there is the subject of religion, with which I do not think it is necessary to deal in this connection. It will be gathered, from the separate treatment of the subjects, that in my opinion religion and morality have no necessary connection, though the habit is to regard them as associated. The experience of many ages and all countries shows that people can be, at the same time, sincerely and devoutly religious, and profoundly immoral ; and religion has itself been the direct cause of many wars, persecutions, and other immoral proceedings. Indeed, there have been, and doubtless are still, among primitive societies, religions which directly inculcate immoral conduct, and whose observances of worship are proceedings of very immoral character. At the present stage of Western civilisation, society is permeated by large numbers of persons whose morality of conduct is on a very high level, but who are irreligious, and do not profess any creed, nor observe any form of worship. Moreover, in so far as the inculcation of morality is associated with religion, this inculcation must either be carried out by the method already outlined, of erecting a standard of "good form" and making moral conduct popular, reputable, and sanctioned by public opinion; or the method will be inefficacious. Some aid may be given to the practice of morality by adding to the sanction of public opinion the sanctions of Divine approbation and of supernatural punishment, either in this life or after death, but the experience of many ages and many countries seems to show that these sanctions have little efficacy, in the absence of the sanction of public opinion.

The proper function of religion seems to me to indicate the relations of man to the Infinite and the unknown noumenon. What particular attitude any individual will assume towards these mysteries depends much upon his temperament, much upon his teaching. How far it should be a matter of school teaching is the subject of embittered controversy into which I have no desire to enter, but I must record my opinion that the religious emotion, profound as it is, important as it is, needing as it does, in the majority of men, and especially of women, a decided mode of expression, is an emotion of late origin ; is not experienced until adolescence is attained; and is not appropriate in the curriculum of the very young.

16.—TABLES TO SHOW THE NUMBER OF CHILDREN (BOYS AND GIRLS) OF VARIOUS METROPOLITAN ASYLUMS BOARD, AND THE OFFENCES WITH

(*Handed in by Miss Rose Turner*), *L.R.C.P.*,

BOYS.

Under Seven Years Old.

	Jan.			Feb.			March.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			Total.
	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Living with Prostitutes	-	1	-	-	-	-	-	-	-	-	-	-	-	-	4	-	-	-	1	2	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	9
*Wandering - - -	-	-	1	1	-	-	-	1	-	-	2	-	1	3	4	-	-	1	1	-	-	1	-	-	3	4	1	-	-	-	-	3	-	-	1	-	28
Begging - - -	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	1	1	-	-	-	-	-	-	-	-	5

Seven Years Old.

Stealing and Larceny -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	1	-	-	-	-	-	-	-	3
Unlawful Possession -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1
Felony - - -	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
*Wandering - -	-	2	3	1	-	-	4	-	-	-	-	2	3	-	-	1	-	-	1	1	1	1	1	2	4	4	1	5	4	1	1	-	1	-	-	44
Begging - - -	-	2	2	-	-	-	2	1	-	1	-	1	1	1	-	-	2	-	-	2	-	2	-	1	-	-	-	-	1	-	-	-	-	-	2	21

Eight Years Old.

Stealing and Larceny -	-	1	1	-	-	-	-	-	-	-	2	-	1	-	1	-	1	2	-	1	-	1	-	-	-	1	-	-	-	-	-	-	2	1	15
Unlawful Possession -	-	-	1	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Felony - - -	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	2
*Wandering - - -	1	3	1	1	2	4	1	1	-	-	-	1	2	1	4	1	2	5	5	-	1	5	1	7	3	2	2	4	5	4	1	1	1	-	1	73
Begging - - -	-	1	2	1	1	3	1	-	1	1	-	-	1	1	4	1	1	1	1	-	3	-	1	-	1	-	2	1	-	-	3	1	1	2	2	1	39
Playing Truant - -	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	3
Disorderly Conduct -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Beyond Control - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	2	1	4

Nine Years Old.

Stealing and Larceny -	3	-	-	-	-	2	-	-	1	-	-	1	-	-	3	-	2	1	-	1	1	-	1	3	-	2	3	1	1	-	-	-	-	-	-	26
Unlawful Possession -	-	-	1	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	3
Housebreaking - -	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Felony - - -	-	-	-	-	-	-	1	-	-	2	-	-	-	-	-	-	-	-	2	-	-	-	-	2	-	-	-	-	-	-	1	-	-	1	-	-	9
Wilful Damage - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1
Living with Prostitutes	-	-	-	1	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
*Wandering - - -	1	1	2	-	1	4	5	1	1	5	-	2	3	2	7	1	1	1	3	6	1	-	1	5	6	8	4	3	9	7	-	11	3	2	1	2	110
Begging - - -	-	1	4	-	1	-	3	1	5	-	1	1	5	-	2	-	1	4	1	1	1	2	2	-	4	-	-	-	2	-	1	-	4	2	-	-	49
Playing Truant - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1
Beyond Control - -	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	1	-	-	2	-	-	-	1	-	-	-	-	-	-	-	-	-	-	6

Ten Years Old.

Stealing and Larceny	-	3	3	-	-	3	-	2	2	-	1	2	-	1	-	-	-	2	-	2	1	-	2	1	-	4	2	5	-	-	1	3	2	-	-	-	42
Unlawful Possession -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Housebreaking - -	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Felony - - -	3	-	-	-	2	-	-	2	-	4	2	-	1	2	-	1	-	-	2	1	-	1	-	-	1	-	-	-	-	-	3	-	-	-	-	-	25
Wilful Damage - -	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Unlawful Wounding -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	2
Assault - - -	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	3
Gambling - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Living with Prostitutes	-	-	-	-	-	-	-	1	-	-	-	1	-	-	1	-	-	-	1	-	-	1	-	-	-	4	-	-	-	-	-	-	-	-	-	-	9
*Wandering - -	4	-	8	1	1	4	1	7	10	1	3	5	2	5	4	4	3	4	6	3	2	2	1	1	6	3	8	5	13	6	2	6	2	3	2	-	138
Begging - - -	1	2	-	-	3	-	1	1	-	1	2	-	1	3	3	-	2	2	-	-	-	2	2	-	5	-	2	1	1	-	2	2	1	2	-	-	42
Sleeping out - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Playing Truant - -	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	4
Disorderly Conduct -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Beyond Control - -	-	-	-	-	-	-	-	-	1	2	1	2	-	-	-	-	-	-	2	-	1	-	2	-	-	1	-	-	1	-	-	-	-	4	-	17

* "Wandering" includes sleeping out, playing truant, begging, beyond control, &c.

AGES FROM BELOW SEVEN TO OVER SIXTEEN IN THE HOMES UNDER THE WHICH THEY WERE CHARGED FROM 1902 TO 1904 INCLUSIVE.

L.R.C.S. (Ed.). *See Question* 8728.)

GIRLS.

UNDER SEVEN YEARS OLD.

	Jan.			Feb.			March.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			TOTAL.
	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Living with Prostitutes	2	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	1	-	1	1	-	2	-	-	2	-	-	1	-	1	2	-	-	-	-	15
*Wandering - - -	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	2	1	2	2	1	-	1	-	-	1	-	-	12
Begging - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	5

SEVEN YEARS OLD.

Stealing and Larceny -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Possession -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	2
*Wandering - - -	1	1	-	-	-	-	1	1	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	3	-	-	3	-	-	-	-	13
Begging - - -	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1

EIGHT YEARS OLD.

Stealing and Larceny -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Possession -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	2	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	2	-	-	-	-	-	7
*Wandering - - -	-	-	-	-	-	-	-	1	-	-	1	1	-	-	-	-	-	-	2	-	1	-	-	-	3	2	1	4	-	1	-	-	2	-	-	-	19
Begging - - -	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Playing Truant - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Disorderly Conduct -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1
Beyond Control - -	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	3

NINE YEARS OLD.

Stealing and Larceny -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	2
Unlawful Possession -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Housebreaking - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Wilful Damage - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	-	-	-	-	-	-	-	1	-	-	1	-	-	2	1	-	-	-	-	1	-	-	-	-	-	2	1	-	-	-	-	-	-	-	-	9
*Wandering - - -	2	-	-	-	-	-	3	3	-	-	1	2	-	-	-	1	1	1	2	-	-	-	-	-	2	1	2	2	-	-	-	2	3	2	-	-	-	30
Begging - - -	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	3
Playing Truant - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Beyond Control - -	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1

TEN YEARS OLD.

Stealing and Larceny -	-	-	1	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	4
Unlawful Possession -	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Housebreaking - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Wilful Damage - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Wounding -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Assault - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Gambling - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	3
*Wandering - - -	1	-	2	-	-	1	1	1	4	-	-	4	-	1	3	-	-	2	1	1	2	-	-	-	1	1	-	4	2	-	-	3	2	1	4	-	42
Begging - - -	-	3	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	7
Sleeping out - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Playing Truant - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Disorderly Conduct -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1
Beyond Control - -	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2

* "Wandering" includes sleeping out, playing truant, begging, beyond control, &c.

TABLES TO SHOW THE NUMBER OF CHILDREN (BOYS AND GIRLS) OF VARIOUS AGES FROM BELOW SEVEN WHICH THEY WERE CHARGED FROM

BOYS—*continued.*

ELEVEN YEARS OLD.

	Jan.			Feb.			March.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			TOTAL.
	1902.	1903.	1904.	1902.	1903.	1904	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	19. 2.	1903	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Stealing and Larceny -	1	2	-	1	4	-	-	1	6	2	-	8	1	1	-	-	1	2	1	2	1	3	2	-	2	1	1	1	1	1	-	2	2	1	-	-	51
Unlawful Possession -	-	-	-	-	1	-	-	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	5
Housebreaking - -	-	-	-	-	-		-		-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Felony - - -	3	1	-	2	1	-	1	4	-	2	1	-	1	3	-	2	-	-	4	1	-	3	2	-	-	-	-	2	-	-	-	-	3	-	-	36
Wilful Damage - -	-	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	•	-	1	-	-	-	-	-	-	-	-	-	-	-	3
Missile Throwing -	-	-	-	-	-	-	1	-	-																												1
Unlawful Wounding -	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Living with Prostitutes	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
*Wandering - -	-	2	12	-	2	4	2	3	8	1	2	2	2	4	7	5	6	11	6	6	7	1	2	2	5	15	4	5	8	5	3	7	5	3	2	5	155
Begging - - -	1	-	-	1	3	-	-	2	-	-	1	4	8	1	3	-	1	2	2	1	-	2	-	-	4	-	-	2	-	-	1	1	-	3	1	1	45
Sleeping out - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1	2
Playing Truant - -	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Disorderly Conduct -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	1
Beyond Control - -	-	-	-	-	1	-	1	-	-	-	1	-	1	-	-	-	1	-	1	-	-	1	-	-	1	-	-	1	-	-	1	-	-	-	-	-	10

TWELVE YEARS OLD.

Stealing and Larceny -	-	2	3	3	1	6	-	3	7	1	2	6	-	3	11	-	4	4	1	1	-	3	3	-	-	1	2	2	7	2	-	4	2	4	2	4	94
Unlawful Possession -	-	1	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	-	-	1	-	-	9
Housebreaking - -	-	1	-	-	-	-	-	-	1	-	-	-	-	2	-	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7
Felony - -	3	-	2	1	4	6	1	4	-	1	-	-	1	-	-	1	1	-	2	1	-	5	3	-	2	-	-	3	-	-	3	1	-	-	-	-	45
Wilful Damage - -	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	•	-	-	-	1	-	1	-	1	-	-	-	1	-	-	1	-	-	-	-	-	7
Trespassing - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1
Unlawful Wounding -	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	1	-	-	-	-	-	-	-	-	-	-	-	4
Assault - -	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Gambling - -	-	-	-	-	-	1	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	1	-	-	-	-	-	-	-	-	-	-	6
Living with Prostitutes	-	-	-	-	-	-	-	1	-	-	-	-	-	-	1	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
*Wandering - -	1	-	4	4	4	14	3	5	10	2	-	3	4	3	9	4	4	8	6	3	3	-	-	-	1	16	2	3	7	3	3	5	2	1	6	1	144
Begging - -	-	2	-	-	3	2	-	1	-	-	2	-	6	2	-	-	2	1	1	1	2	-	-	-	1	-	2	1	1	1	1	3	1	3	-	-	39
Sleeping Out - -	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	3
Playing Truant -	-	-	-	-	2	-	-	-	-	-	-	-	-	2	-	-	3	-	-	1	-	-	-	-	-	-	-	-	1	-	-	1	-	-	4	-	14
Disorderly Conduct -	-	-	-	-	•	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Beyond Control - -	-	-	-	1	-	-	-	-	1		1	-	-	-	-	-	1	1	1	-	1	-	-	1	-	-	-	-	-	1	-	-	-	-	1	1	11

THIRTEEN YEARS OLD.

Stealing and Larceny -	4	4	1	-	4	5	-	6	7	1	3	8	2	2	4	-	1	4	2	4	4	2	5	-	2	1	2	2	5	5	3	7	4	2	1	4	111
Unlawful Possession -	-	-	-	2	1	-	-	-	-	-	-	-	-	-	-	1	1	-	-	1	-	-	-	-	-	•	-	-	-	-	3	-	-	-	-	-	9
Housebreaking - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Felony - - -	1	2	5	3	2	2	4	4	-	4	-	-	1	-	-	5	-	-	4	3	-	5	-	1	3	-	-	1	-	-	2	1	-	-	-	-	53
Wilful Damage -	1	-	-	-	-	1	-	-	-	-	1	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	7
Trespassing - -	-	1	-	-	-	-	-	1		-	-	-	1	-	-	-	-	-	-	-		-	-	1	-	-	-	1	-	-	-	-	-	-	-	-	-	5
Missile Throwing -	-	-	-	-	-	-	-	1		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	2
Unlawful Wounding -	-	-	-	-	-	-	-	-		-	-	-	-	1	-	-	-	-	-	-	-	-	•	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Assault - -	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Gambling -	-	-	-	-	-	-	-	-		-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1
Indecency - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	-	-	-	-	-	3
Living with Prostitutes	-	-	-	-	-	-	-	-		-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	3	1	-	-	-	-	-	-	-	-	-	-	6
*Wandering - - -	2	5	3	1	2	4	3	2	3	1	-	-	2	5	9	4	4	8	5	2	5	-	5	1	3	12	4	3	9	7	4	2	5	4	5	5	139
Begging - - -	-	1	1	-	1	-	-	-	-	-	1	-	3	2	-	1	-	-	-	-	1	-	-	-	2	-	-	4	1	-	2	-	-	1	-	1	22
Sleeping Out	-	-	-	-	-	-		1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	3
Playing Truant -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	-	-	2	-	-	-	-	-	1	1	-	-	3	-	1	2	-	-	1	-	14
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	2
Beyond Control -	-	-	1	-	-	-	1	-	-	2	-	-	1	1	-	-	-	-	1	-	-	-	-	-	-	-	1	-	-	1	-	-	-	-	2	1	12
Cruelty to Animals -	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	•	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1

* "Wandering" includes sleeping out, playing truant, begging, beyond control, &c.

TO OVER SIXTEEN IN THE HOMES UNDER THE METROPOLITAN ASYLUMS BOARD, AND THE OFFENCES WITH 1902 TO 1904 INCLUSIVE—*continued.*

GIRLS—*continued.*

ELEVEN YEARS OLD.

	Jan.			Feb.			Mar ch.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			TOTAL.
	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Stealing and Larceny	1	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	5
Unlawful Possession	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	1	1	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-	6
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Missile Throwing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
*Wandering	1	-	-	-	-	-	2	-	-	-	-	1	-	1	7	-	1	7	-	3	2	1	-	-	-	-	2	1	-	2	1	-	2	1	4	-	39
Begging	-	-	-	-	-	-	1	1	-	-	1	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	2	1	-	-	-	7
Sleeping out	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Playing Truant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	2	-	-	-	-	4
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Beyond Control	1	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	-	6	

TWELVE YEARS OLD.

Stealing and Larceny	-	-	1	-	-	-	-	-	-	-	-	2	-	-	2	1	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	8
Unlawful Possession	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony	1	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	3	-	-	-	-	-	-	-	-	-	-	7
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	1	-	-	3	-	-	-	-	-	6
*Wandering	-	-	3	-	2	-	-	3	-	-	-	1	-	1	-	1	-	1	1	-	2	-	-	-	1	-	1	2	1	2	-	5	-	-	2	-	29
Begging	-	-	-	-	-	-	1	-	-	1	-	-	-	-	-	-	1	-	-	-	-	-	-	1	1	-	-	-	1	-	-	-	-	-	-	-	6
Sleeping Out	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Playing Truant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	2
Beyond Control	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	2	-	-	5

THIRTEEN YEARS OLD.

Stealing and Larceny	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	1	-	-	2	1	-	-	-	2	1	-	2	-	-	3	1	15
Unlawful Possession	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Felony	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Missile Throwing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Indecency	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Living with Prostitutes	-	1	-	-	1	-	-	-	-	-	-	-	1	-	-	1	-	1	-	-	-	-	-	1	-	2	1	1	-	-	-	-	-	-	-	-	10
*Wandering	1	1	-	-	1	-	-	1	2	-	1	-	3	1	2	1	-	4	1	1	1	-	-	-	1	1	1	3	-	1	-	1	1	2	3	1	36
Begging	-	2	1	-	1	2	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	1	-	1	-	1	-	-	11
Sleeping Out	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Playing Truant	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	-	4
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
Beyond Control	-	-	-	1	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	1	-	-	1	-	-	-	-	-	2	-	-	1	-	-	2	1	11
Cruelty to Animals	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

* "Wandering" includes sleeping out, playing truant, begging, beyond control, &c.

TABLES TO SHOW THE NUMBER OF CHILDREN (BOYS AND GIRLS) OF VARIOUS AGES FROM BELOW SEVEN YEARS OF AGE WHICH THEY WERE CHARGED FROM

BOYS—*continued.*

FOURTEEN YEARS OLD.

	Jan.			Feb.			March.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			TOTAL.
	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Stealing and Larceny	3	3	6	1	1	7	2	8	11	1	-	6	5	3	12	1	-	2	1	3	2	-	-	3	2	3	3	3	4	6	3	12	8	4	3	4	136
Unlawful Possession	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	-	1	-	-	1	-	-	-	-	-	6
Embezzlement	-	1	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	4
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	3	-	-	2	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	7
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	1
Felony	3	5	3	-	-	-	2	3	-	3	1	-	4	1	-	1	1	-	1	2	-	1	1	-	1	1	-	1	1	-	4	3	-	3	1	-	47
Wilful Damage	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Trespassing	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	1	-	5
Missile Throwing	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	3
Assault	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	2
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
*Wandering	-	-	3	-	-	2	-	1	-	1	1	-	1	-	5	-	-	1	-	-	1	-	-	1	1	3	2	-	2	2	-	-	1	1	1	-	30
Begging	1	-	-	-	-	3	1	1	-	1	-	1	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	3	-	1	-	-	-	-	-	1	14
Sleeping Out	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	3
Playing Truant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	2
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	-	2
Beyond Control	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Attempting Suicide	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

FIFTEEN YEARS OLD.

Larceny and Stealing	-	3	6	2	1	9	1	4	11	3	3	6	4	5	12	-	1	8	-	2	-	1	5	4	1	4	9	2	12	5	1	2	2	2	6	5	142
Unlawful Possession	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	2	-	-	-	-	1	-	-	1	1	-	-	-	1	9
Embezzlement	-	-	-	-	-	1	1	2	1	-	-	3	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	9
Housebreaking	-	-	-	-	1	-	-	2	-	-	-	-	-	-	-	-	3	-	-	-	-	-	3	-	-	-	-	-	1	-	-	3	-	-	-	-	13
Forging	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	3
Fraud	-	-	-	1	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3
Felony	-	3	7	4	5	4	2	3	-	-	4	-	3	3	-	4	1	-	4	7	-	2	-	-	1	2	-	5	1	-	-	-	-	1	3	-	67
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	1
Trespassing	-	-	1	-	-	1	-	1	1	-	-	-	-	1	-	-	-	-	-	-	-	-	-	3	-	-	-	-	-	-	-	-	-	-	-	-	8
Missile Throwing	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	3
Unlawfully Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	3	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	4
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	4
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	-	-	-	-	-	-	-	2	-	-	5
Indecency	-	-	-	-	-	-	-	1	-	-	-	-	-	-	2	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
*Wandering	-	2	-	-	4	2	2	2	1	-	2	2	1	-	-	-	-	-	-	-	1	-	-	-	1	1	1	1	1	-	2	-	-	-	-	-	26
Begging	-	-	2	-	-	1	-	1	-	2	-	-	-	1	-	1	-	1	2	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	12
Sleeping Out	-	-	-	-	1	-	-	-	-	-	-	-	-	1	-	-	-	1	1	-	1	-	-	1	1	-	-	1	-	1	-	-	-	-	-	-	8
Disorderly Conduct	-	-	-	-	1	-	-	-	-	-	-	-	1	-	1	-	-	-	-	-	-	-	5	-	-	1	-	-	2	-	-	2	-	-	3	-	16
Attempting Suicide	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Cruelty to Animals	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Furious Riding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1
Deserting	1	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2

SIXTEEN YEARS OLD.

Stealing and Larceny	-	1	1	-	-	1	-	1	5	1	1	4	1	-	-	1	1	2	1	2	1	-	1	2	-	-	1	-	-	-	-	1	1	1	1	-	32
Unlawful Possession	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Embezzlement	-	-	-	-	-	-	-	-	-	-	-	3	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	1	2
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Felony	-	2	2	-	1	-	-	-	-	1	1	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	9
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	4
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	3
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	3
Indecency	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1	-	-	2
*Wandering	-	-	-	-	-	-	-	1	1	-	-	1	-	1	-	-	-	-	1	-	-	2	-	-	-	-	1	-	6	-	-	-	-	-	-	1	16
Begging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	4	-	-	1	-	-	2	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	8
Disorderly Conduct	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Cruelty to Animals	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	1

OVER SIXTEEN YEARS OF AGE.

Stealing and Larceny	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	3	-	-	-	-	-	-	-	-	-	-	5
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Felony	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
*Wandering	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Begging	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	2
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Attempting Suicide	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-

* "Wandering" includes sleeping out, playing truant, begging, beyond control, &c.

TO OVER SIXTEEN IN THE HOMES UNDER THE METROPOLITAN ASYLUMS BOARD AND THE OFFENCES WITH 1902 TO 1904 INCLUSIVE—*continued.*

GIRLS—*continued.*

FOURTEEN YEARS OLD.

	Jan.			Feb.			March.			April.			May.			June.			July.			Aug.			Sept.			Oct.			Nov.			Dec.			TOTAL.
	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	1902.	1903.	1904.	
Stealing and Larceny	-	1	-	2	1	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	2	1	-	-	1	-	1	-	-	-	2	2	-	2	-	3	20
Unlawful Possession	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Embezzlement	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Fraud	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Felony	-	-	-	1	1	-	-	-	-	-	-	-	1	-	-	-	-	-	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	2	-	-	7
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Missile Throwing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Living with Prostitutes	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	3
*Wandering	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	-	6
Begging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	2
Sleeping Out	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Playing Truant	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Beyond Control	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Attempting Suicide	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1

FIFTEEN YEARS OLD.

Larceny and Stealing	-	2	1	-	1	7	-	2	2	-	-	4	-	3	2	-	4	-	2	-	-	1	-	2	1	1	1	1	-	1	-	2	2	1	-	1	42
Unlawful Possession	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Embezzlement	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Forging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	2
Felony	3	-	-	-	-	2	-	-	-	2	-	-	3	1	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	-	-	-	2	1	-	16
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Missile Throwing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Assault	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Indecency	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
*Wandering	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Begging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	1
Sleeping Out	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	1
Attempting Suicide	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	2
Cruelty to Animals	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Furious Riding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Deserting	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–

SIXTEEN YEARS OLD.

Stealing and Larceny	-	1	1	-	1	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	1	-	-	1	-	1	-	9
Unlawful Possession	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Embezzlement	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Housebreaking	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Felony	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Wilful Damage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Trespassing	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Unlawful Wounding	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Gambling	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Indecency	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
*Wandering	-	-	2	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	2	-	-	-	-	-	-	-	6
Begging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1
Cruelty to Animals	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–

OVER SIXTEEN YEARS OF AGE.

Stealing and Larceny	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Fraud	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Felony	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
Assault	-	-	-	-	-	2	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2
*Wandering	-	1	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	3
Begging	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Disorderly Conduct	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	–
Attempting Suicide	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	1

* Wandering includes sleeping out, playing truant, begging, beyond control, &c.

18.—COPY OF LETTER RECEIVED FROM MISS HELEN BENINGTON, LADY SUPERINTENDENT OF THE RESCUE WORK IN YORK WITH REFERENCE TO THE EVIDENCE GIVEN BY DR. BEDFORD PIERCE BEFORE THE COMMISSION (*Vide Question 10577, p. 611, col. 1,* ante).

York Rescue Home,
Bishophill,
January 15th, 1906.

DEAR SIR,

Dr. Bedford Pierce did not know of the work we were doing when he gave his evidence* before the Royal Commission, and as my evidence is first hand, he thought I had better write direct to you. I shall be glad to give any further information in my power, as it is one of our most serious and difficult questions.

Thirty per cent. of those applying to our penitentiaries are more or less feeble-minded, many too bad for us to keep, as they lower the standard of work too much and require such special treatment.

If sent to the workhouse they can take their discharge unless certified, and often go back several times for the birth of illegitimate children, thus perpetuating the feeble-minded race.

The following cases have come under my care within the last two years—some of them have been mentioned by Dr. Pierce, as they were transferred to the workhouse—but, unfortunately, few were bad enough to be certified (I believe only two).

We work exclusively with immoral girls and women of the lower class and those from dangerous and immoral surroundings, if not actually fallen.

If only some means might be devised by which these poor girls might live a secluded life, not able to take their discharge, and do some work towards their own support, it would be a benefit to the community at large.

Some of the northern towns possess several homes for different classes of girls. It might be possible for one of them (preferably the one most in the country and with the best endowment) to be given up for the use of feeble-minded girls. If the premises were ready to hand and a little State aid were given, the girls ought to be able to do a good deal towards their own maintenance by laundry work and garden produce. This would save the rates and the unsatisfactory coming and going in and out of the workhouse. A doctor and magistrate could certify the inmates annually, and no discharge could take place without their sanction.

Yours truly,

HELEN BENINGTON.

YORK RESCUE HOME.

Name.	No. of Children.	Illegitimate.	Able to Earn.	State.	Syph.	Remarks.
J. B.	1	Yes.	No.	Lunatic.	—	Three times in asylum.
M. G.	3	,,	,,	F.M.	—	Mother epileptic.
W. M. K.	2		Yes.	Deficient.	—	—
L. W.	4		,,	F.M.	—	Yes, badly.
R. M.	2	,	Under sup'rvis'n.	,,	—	—
L. P.	1	,,	Yes.	,,	—	Living in sin now.
M. Q.	1	,,	No.	Imbecile.	—	Verminous.
M. P.	2	,,	Under sup'rvis'n.	,,	—	,,
R. S.	2	,,	No.	,,	—	,,
A. A.	2	,,	Yes.	Sl. F.M.	—	—
A. W.	1	,	,,	,,	—	—
J. K. N.	1	,,	,,	F.M.	Yes, bad.	Child died syphilitic
R. M. (age 15½)	1	,,	,,	—	—	—
F. C.	2	,,	Under sup'rvis'n.	F.M.	—	—
L. B.	2	—	Yes.	,,	Yes, v. bad.	—
A. G.	1	—	,,	,,	—	—
A. C. (age 15½)	1	Yes.	,,	Not very.	—	—
C. S. (age 16)	—	—	No.	V.F.M.	—	Uncle is imbecile; mother has 3 illeg. children.
W. B.	—	—	Under sup'rvis'n.	F.M.	—	Dirty in habits; incontinence.
A. P.	—	—	,, ,,		—	Dirty in habits.
E. B.	—	Yes.	,, ,,	,,	—	—

* *Vide* Question 10577, page 611, col. 1.

YORK RESCUE HOME—*continued.*

Name.	No. of Children.	Illegitimate.	Able to Earn.	State.	Syph.	Remarks.
L. P.	—	No.	Yes.	Mad at times.	—	Mother died in asylum.
E. S.	—	Yes.	Under sup'rvis'n.	F.M.	—	—
N. A.	3	—	Yes.	,,	—	—
K. O.	—	No.	No.	,,	—	Mother twice insane.
E. P.	—	—	Under sup'rvis'n.	,,	—	—
A. O'H.	1	—	Yes.	,,	—	—
N. E.	2	Illegitimate.	,,	Suicidal.	—	Been twice under observation ; never certified.
G. H.	—	—	No.	F.M.	—	—
E. M.	—	—	,,	Imbecile.	—	Mother imbecile.
E. W.	—	—	,,	,,	—	Mother died F.M.
R. R.	—	—	,,	,,	—	Father very passionate.
F. S.	—	Yes.	No ; won't.	Mad at times.	Yes.	Three generations in the workhouse, all illeg.
N. W.	—	No.	No.	F.M.	—	Father twice tried to commit suicide, and mother F.M.
A. P.	—	—	,,	,,	—	—
A. G.	—	—	,,	,,	—	—
E. B.	—	—	,,	,,	—	—
K. A.	3	Illegitimate.	Yes.	,,	V. bad.	
L. S.	1	—	,,	,,	Bad.	—
R. R.	2	Yes.	No.	V. F.M.	Yes.	—
M. L.	1	No.	,,	F.M.	—	Mother is confirmed drunkard.
E. W.	—	,,	Yes.	,,	—	Unclean in habits.
M. P.	—	—	—	Insane at times.	—	Twice in Asylum.
E. A. H.	—	—	Yes.	F.M.	—	—
E. B.	—	—	No.	Epileptic.	—	Uncle epileptic.
E. A.	—	—	Yes.	F.M.	—	—
L. W.	2	—	,,	—	—	—
A. D.	3	—	,,	F.M.	—	—
L. B.	1 a lunatic child.	—	,,	,,	—	—
E. B.	—	—	No.	,,	—	—
A. L.	—	—	,,	,,	—	1 sister died mad; 1 sister F.M.

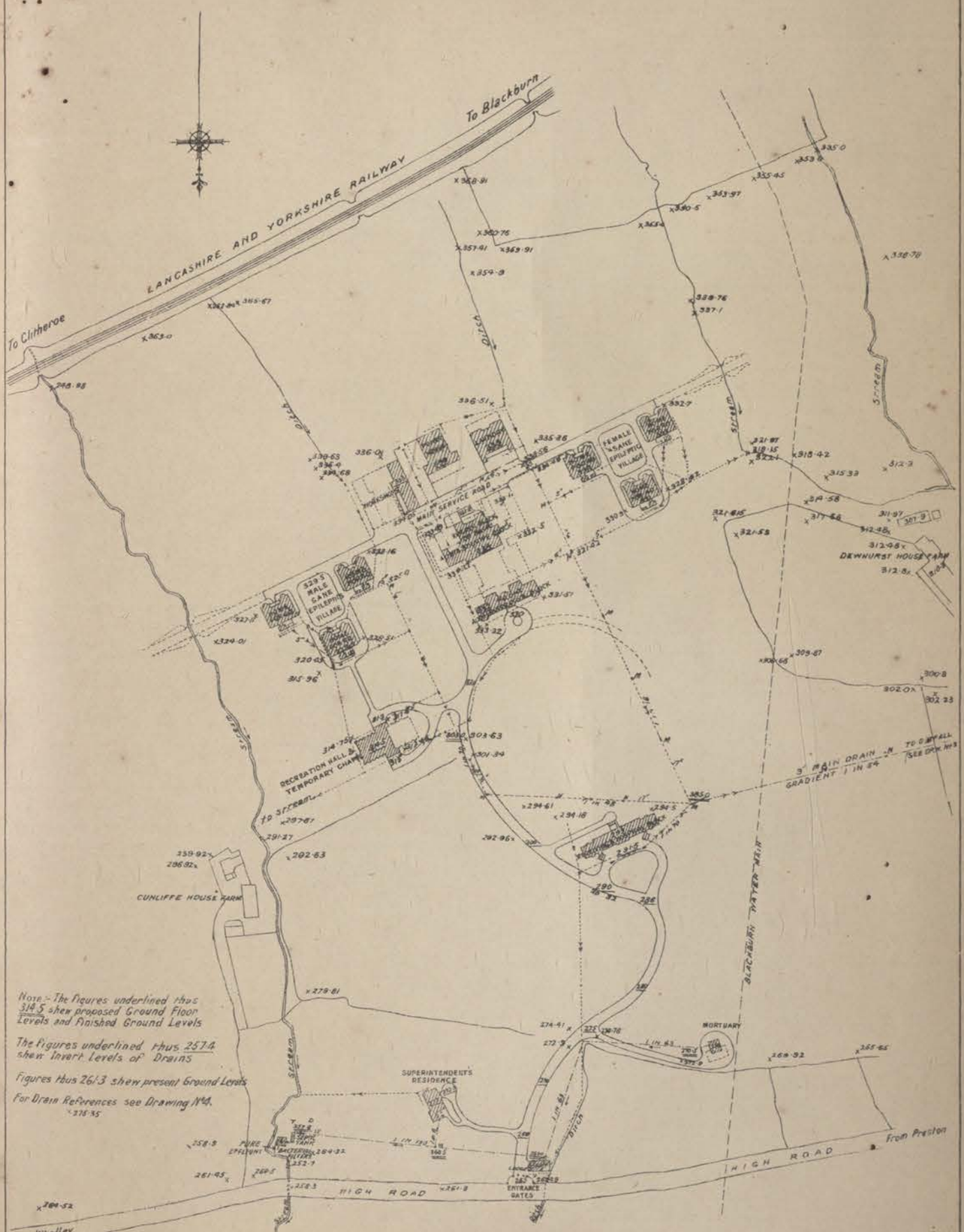
51 girls mostly under 20. F.M.—Feeble-minded.

SITE PLAN

Shewing Main Soil (_ _) and Rain Water (. . .) Drains

17- LANGHO EPILEPTIC COLONY.

(Handed in by John Milsom Rhodes, Esq. M. D. Vide Question 9444.)



Note:- The figures underlined thus 314.5 shew proposed Ground Floor Levels and Finished Ground Levels

The figures underlined thus 257.4 shew Invert Levels of Drains

Figures thus 261.3 shew present Ground Levels

For Drain References see Drawing No 4.

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ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

INDEX TO THE EVIDENCE OF EACH WITNESS.

Note.—The General Index to this Volume is amalgamated with the General Index at the end of Volume II.

ROYAL COMMISSION ON THE CARE AND CONTROL OF THE FEEBLE-MINDED.

INDEX TO WITNESSES.

THE EVIDENCE OF EACH WITNESS INDEXED SEPARATELY.

NOTE.—*When a series of questions refer to the same subject the number of the opening question only is given.*

ADRIAN, Alfred Douglas, C.B., K.C., Legal Adviser and Assistant Secretary to the Local Government Board. (*See* Questions 1-192.)

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ASHBY, Henry, M.D., F.R.C.P., Medical Officer to the Manchester Special Schools (*see* Questions 9994–10199).

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BEACH, Fletcher, M.B., F.R.C.P., one of the Committee of the Royal College of Physicians appointed to consider questions submitted by the Royal Commission on the Care and Control of the Feeble-minded (*see* Questions 6935–7211).

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GRIFFITHS, G. B., M.R.C.S. (England), L.R.C.P. (London), Deputy Medical Officer and Deputy-Governor of His Majesty's Prison, Holloway (*see* Questions 3546–3610).

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